Employment and
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Immigration Canada

Learning a Living in Canada

Volume I

Background and Perspectives

Report to the Minister of Employment and Immigration Canada
by the Skill Development Leave Task Force

Canada

The Skill Development Leave
Task Force Expresses Sincere
Thanks to their Member Bob
Mason for his Artwork

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Learning a Living in Canada

Volume I

Background and Perspectives

Report to the Minister of Employment and Immigration Canada
by the Skill Development Leave Task Force

A NOTE TO THE READER

In January 1983, the Minister of Employment and Immigration brought the four of us, with diverse philosophical and major sector backgrounds, together to examine Skill Development Leave as a mechanism for the retraining, upgrading and updating of all working Canadians. A number of background papers were commissioned and meetings were held across the country.

In developing the Skill Development Leave Task Force report, Learning a Living in Canada, we tried to find a format which would effectively capture not only our thinking, but also that reflected in submissions to the Task Force and elsewhere. After much consideration, we decided on the following approach.

The Report is divided into two volumes. Volume I contains two parts; the Background section examines, why now? and the Perspectives section presents the results of our pulse taking of major sector attitudes towards a Canadian skill development leave initiative. Volume II, Policy Options for the Nation, is an instrument for consultation. It includes an overview of Volume I and a number of options and mechanisms in support of a lifelong learning strategy for Canada.

The right hand pages of Learning a Living in Canada, contain the continuous stream of principle text. On the left hand pages, you will find quotations, bons mots, data, information and tables from many sources which support, and detail the learning concerns of Canadians about the advent of new technologies and the restructuring of the world of work.

Learning a Living in Canada has been developed as a tool for widespread consultation and is designed to stimulate the collective Canadian creativity. Each of us, as representatives of our major sectors, participated fully and co-operatively in presenting this report to the Ministers and the nation for consideration. In this same spirit, we challenge concerned Canadians and our leaders to overcome political, regional, economic and social barriers, and fashion a Canadian solution to the future world of work and learning.

Daniel Benedict (UAW)
Canadian Labour Congress

Bob Mason
Dean of Engineering, British
Columbia Institute of Technology

Fred Collier
Past Vice-President, CANRON

Lynn Wilkinson
Government of Canada

FOREWORD

This report is the product of the Task Force on Skill Development Leave which was established in December 1982 to give consideration to the importance of skill development leave as a mechanism for retraining, upgrading and updating workers in a dynamic Canadian society. When the task force was set up, it was understood that its findings would be made widely available for purposes of consultation with organizations representing different elements of the private sector, with the educational and training communities and with provincial governments. The publication of this report maintains that understanding.

The task force has operated independently and the options and proposals contained in this report represent its views. The report is put forward at this time as a contribution to the process of consultation on human resource development – a process to which I am committed.

John Roberts

Minister of Employment and Immigration

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INTRODUCTION

"The future of work will consist of learning a living"

"The future of work will consist of learning a living"

Marshall McLuhan.

"There is today a growing awareness that we are in the midst of a dramatic lurch forward in our economic and technological history. We are entering what is variously described as the Information Age or Knowledge Age . . . It should be equally clear that, to a degree unprecedented in history, our economic growth will be determined by the strength of our educational system. Knowledge will be our most precious resource, and a better educated workforce will be the prerequisite for future economic vitality."

Donald N. Frey, "Education is the Prerequisite for Economic Growth": Industry Week, February 7, 1983.

"GIVE a man a fish and he will eat for a day, TEACH a man to fish and he will eat for a lifetime."

CONFUCIUS.

Recurrent education is

" . . . the distribution of education over a person's life span, which makes it possible to alternate between work, leisure, and education in a nonsequential manner."

Grover J. Andrews, Associate Vice Chancellor, North Carolina State University.

Paid Educational Leave is

" . . . leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements."

International Labour Organization, (ILO), Convention 140, Article 1.

INTRODUCTION

Canadian economic and social foundations, rocked by major economic recession and high unemployment, are in a state of transition characterized by an unparalleled degree of change.

Crisis can indeed be the precursor for positive change, and certainly the 1,658,000 persons in Canada officially counted as being unemployed in March 1983 would tell us that we have reached a serious crisis point.

As Canada accelerates towards a technological world of tomorrow, one of the most critical subsystems, education, is in danger of seriously malfunctioning. The "status quo" focus of much past industrial policy is beginning to change in response to emerging economic opportunities. The focus of education must then change to better preparation of the full-time student and to the ongoing education and training needs of working Canadians.

Over the next 20 years in Canada, global industrial and employment restructuring, technological change, and the emerging leisure society, will affect between 4 and 8 million existing jobs, wiping out many and creating others. We will see a radical restructuring of work as current skills are devalued and new ones are created at an ever-increasing rate.

At the same time, we shall see tomorrow's workers graduating from education programs that no longer equip them with the skills required for meaningful employment in a changed world.

The skills learned in youth are unlikely to remain relevant throughout one's lifetime because of the obsolescence and shortened half-life of professional knowledge; the restructuring of manufacturing endeavours; the moves to reorganize the work process and to assert human priorities in economic decisions; the extension of life span, and the increased involvement of women in the labour force.

When information is automatically handled at all levels, new life skills are called for. People will have to come to accept lifelong learning. Retraining, upgrading and updating will become an integral part of their movement through life. It is unlikely that education will ever again be something one does only during youth.

These shifts constitute both our problem and our challenge. The problem lies in dealing effectively and fairly with the immediate serious dislocations afflicting Canadian workers. Beyond that, our challenge is to see the future as clearly as possible so that we can mobilize our resources and invest in the skills of tomorrow's workers.

"... the old cycle of schooling, training, and work is likely to be replaced by a sequence punctuated by frequent periods of retraining and re-education. In recognition of this, arrangements for lifelong skill development must be investigated carefully."

(reference to Economic Council of Canada report, In Short Supply: Jobs and Skills in the 80s)

CAAE, "Paid Educational Leave: Toronto, Ontario, April 1983, p. 11, Background Paper 15 prepared for the Skill Development Leave Task Force.

"Employment and Immigration Canada should establish an educational leave plan which would give workers the opportunity to upgrade their skills so as to be prepared for the emerging new jobs."

Canada Employment and Immigration Advisory Council, Employment Impacts of New Technologies, December 1982, p. 7.

"The rising demand for public recognition of adult education reflects changing political, economic and cultural conditions and has its roots in two different schools of thought — the humanistic philosophy connected with lifelong education and the human capital theory linked to labour market considerations."

Kjell Rubenson, "Barriers to Participation in Adult Education": Department of Administrative, Adult and Higher Education, University of B.C., Vancouver, B.C., March 1983, p. I, Background Paper 4 prepared for the Skill Development Leave Task Force.

In June 1979 the Commission of Inquiry on Educational Leave and Productivity recommended that Canada adopt a national Educational Leave policy in support of recurrent education for all working Canadians. Since then, time, the following diverse agencies have published similar policy recommendations:

- a Task Force on Microelectronics (*In the Chips: Opportunities, People, Partnerships*, Labour Canada, Ottawa, 1982);
- a Federal Parliamentary Task Force (*Work for Tomorrow: Employment Opportunities for the 80s*, Ottawa House of Commons, 1981);
- the Economic Council of Canada (*In Short Supply: Jobs & Skills in the 80s*, Ottawa, 1982);
- the Quebec Government (*L'Éducation des Adultes au Québec*, 1981);
- an Employment and Immigration Canada Task Force (*Labour Market Development in the 1980s*, Ottawa, 1981);
- Canada Employment and Immigration Advisory Council, (*Employment Impacts of New Technologies*, Ottawa, December 1982); and
- the Canadian Association of Adult Education and the Institut Canadien d'Éducation des Adultes, (*From the Adults Points of View*, Ottawa, October 1982).

The underlying reasons for the recommendations differ widely. They range from a desire for basic social equity to a recognized need for labour force readiness for major economic recovery and international competitiveness. Although each of these studies was prompted by different concerns, all pointed to some form of educational leave as a potentially important instrument for accomplishing what they all agreed was the major requirement: Canadian governments, industry, labour and education sectors should combine their efforts to develop an effective education and training system for all working Canadians. To this end, the Minister of Employment and Immigration, in consultation with the Minister of Labour, established the Skill Development Leave Task Force. This Task Force was asked to study and prepare options and mechanisms for the use of educational or training leave, or time, for the purpose of acquiring or upgrading skills appropriate to effective participation in working life.

The length of this time off the job depends on the nature of the on or off the job training required or desired, but will usually fall within one of three categories:

1. part-day or day release, whereby an employee can attend a one-or-two-day program, or can attend training sessions for a day per week or month over a longer period;
2. block release, whereby an employee can attend a training session lasting from several days to a few months; and
3. sabbatical leave, whereby an employee may be absent for one or two years for a major training, educational, industrial exchange and/or a co-operative program.

Adapted from David Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Toronto, Ontario, February 1983, p. 7, Background Paper 11, prepared for the Skill Development Leave Task Force.

"Considering that the need for continuing education and training related to scientific and technological development and the changing pattern of economic and social relations calls for adequate arrangements for leave for education and training to meet new aspirations, needs and objectives of a social, economic, technological and cultural character, . . . "

ILO Convention 140

"Our pathology is our opportunity."

Marilyn Ferguson, "The Aquarian Conspiracy, Personal and Social Transformation in the 1980s": J. P. Tarcher Inc., Los Angeles, California, USA, 1980, p. 25.

In order to complete their mandate, the Task Force examined the potential impact and feasibility of a national policy on Skill Development Leave. The Terms of Reference included:

- giving consideration to the importance of Skill Development Leave as a mechanism for retraining, upgrading and updating workers in a dynamic Canadian society;
- weighing the various federal departmental focuses as they pertain to Skill Development Leave and to national priorities in support of employability, research and development, access, equity, mobility, and economic development;
- examining international and Canadian experience with Skill Development Leave;
- examining and assessing the potential ratification and implementation of Paid Educational Leave Convention 140 of the International Labour Organization (ILO);
- considering the objectives of Labour and Management groups in the promotion of communications and effectiveness in industrial life;
- identifying the gaps that currently exist in the Canadian capacity to maintain a highly current and skilled labour force; and
- consulting the public and private sectors and their constituent groups on Skill Development Leave and working out a continuing process for such consultation.

The Task Force report, designed as a tool for consultation, has three major segments. Part I, describes the current situation in Canada and identifies the implications of the current environment for a Skill Development Leave initiative. Part II examines and presents perspectives on the labour, industry, and governments attitudes towards Skill Development Leave. Part III includes the Task Force deliberations on possible options and mechanisms in support of a national direction for Skill Development Leave.

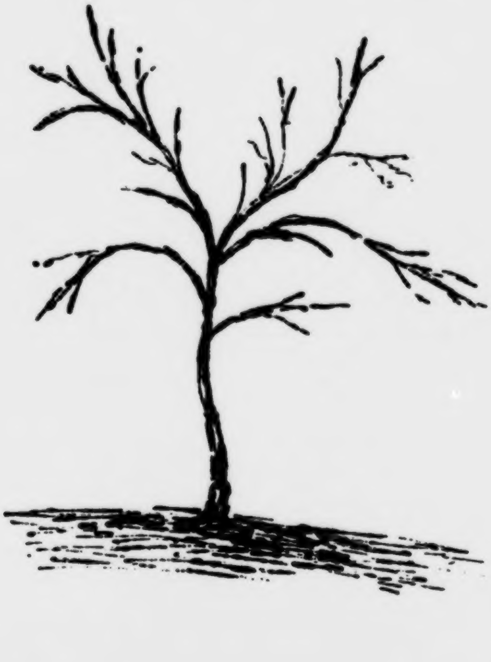
The preparation and presentation of this report, as an instrument of change, is the First Phase of the National Skill Development Leave Study.

The evaluative phase, Phase II, will include four separate, major sector conferences within which business, labour, the education community and governmental authorities of various levels will each assess the strengths and weaknesses of the policy options put forward in the report, in light of their particular perspectives.

A seven member Advisory Panel of leading Canadians, again representing the various sectors, will, as Phase III, evaluate and recommend recurrent education policy directions to the Minister of Employment and Immigration, for action in consultation with the Minister of Labour and the Cabinet.

PART I

BACKGROUND



CHAPTER ONE

THE ECONOMIC ENVIRONMENT FOR LEARNING

"The Performance Scorecard

Only in the sense that the sinking of the Titanic was a night to remember was 1982 a year to remember. It's enough to say that the Canadian economy performed more poorly than in any year since 1933. For the record, though, here are some of the reasons why corporate profits plunged 33% and business investment dropped 14% last year:

Spending on goods, and services fell 4.8%, the worst gross national product performance in 49 years. Inflation stubbornly hung on at a rate of 10.6% for the year. No less than 41,408 firms and individuals went into bankruptcy, 55% more than in 1980. Housing starts plummeted to a 21-year low.

Dreams died: the massive $50-billion Alaska Highway gas pipeline and $15-billion Alsands oil recovery project were shelved indefinitely. Both symbolized potentially dynamic growth fueled by the energy industry that would benefit the whole country . . .

Massive layoffs turned some communities into ghost towns, including Schefferville, Que.; Uranium City, Sask.; Faro, Yukon; Labrador City, Nfld.; and Lynn Lake, Man. The jobless rate soared above 30% in Sudbury and Windsor, Ont.; Port Alberni, BC; Thompson, Man.; and Sept-Iles, Que . . ."

David Olive, "The Performance Scorecard": Canadian Business Magazine, Special 1983 Issue, p. 119.

THE ECONOMIC ENVIRONMENT FOR LEARNING

1.1 INTRODUCTION

> "While stable economic growth is an essential prerequisite of continued progress in human and social welfare, it is equally true that a basically healthy, secure and educated population is a fundamental condition of production and efficiency in a complicated technological society."[1]

For working Canadians, the principal economic fact of these past few years has been the major recession and heavy unemployment. Politicians, economists and statisticians announce conflicting estimates as to the lasting nature and impact on the economy in general, and on employment in particular, of each hopeful or disheartening event.

As important as that economic fact is to all of us as Canadians, it is not the mandate of this Task Force to choose between the various opinions on our economic future over the next two, five, or twenty years. It is, however, very much the mandate of this Task Force to pay attention to the relationship between jobs or "employability" and training in a dynamic Canadian society.

That relationship is considered by the Skill Development Leave Task Force in the framework of a two-way street. One way: what effect can the changing production and employment (or unemployment) scene have on training and education? The other way: what effects can changing educational policies and practices have on production and employment?

The overall situation and trends in production and employment are our national economic present and our children's future. At the same time that present and that future are made up of significantly differing situations in the areas of manufacturing, natural resources, construction, private and public services, as well as in each industry and in many occupations. Training and education are critical responses to these major changes in Canada — the economic environment for learning.

Investment in training doesn't always come easily. After all, it is usually cheaper in the short run to take what skills can be found easily elsewhere. The contradiction between this short-sighted, short-run approach and a more far-seeing longer run approach was underlined in a recent report of the Centre for Educational Research and Innovation of the Organization for Economic Cooperation and Development (CERI/OECD):

"Private investment in the development of human resources through education and training tends to stagnate or to decline in times of slow economic growth. In the short run and at the enterprise level, this may well lead to increased economic efficiency. In the longer term and on the macro level, however, it may well result in the marginalization of an important part of the labour force, in the waste of human potential, in the appearance of cyclical skill shortages, in occupational imbalances and finally in the reduction of the adjustment capacity and productive and creative potential of the labour force as a whole."

Adapted from CERI/OECD, "The Development and Utilization of Human Resources in the Context of Technological Change and Industrial Restructuring": Paris, 1982, p. 6.

The high level of unemployment is not just a statistic. For hundreds of thousands of workers it represents tragedy. This recession has hit families at every educational level though not always equally. This quotation represents a reaction among engineers:

"Economic swings from boom to recession and back may never disappear completely, nor may employment fluctuations. To be caught at the bottom of such swings, without job prospects, can anger and frustrate even the most patient young man or woman . . .

Despite the disheartening nature of today's job market, our profession will continue to offer a wealth of challenges and rewards in the years ahead. This year's graduates must be encouraged to persevere with their careers. The intellectual investment they make as members of our profession will not only benefit themselves, it may also dictate the degree of future prosperity shared by all of us as Canadians."

Adapted from "Engineering Manpower News": Ottawa, Ontario. May/June 1983, Number 40.

1.2 EMPLOYMENT AND UNEMPLOYMENT

"The best training for a job is a job."

For the million and a half Canadians officially counted as unemployed in the spring of 1983 (and even more so for the almost half a million others who lost hope, gave up looking or were otherwise not counted by Statistics Canada), that simple phrase holds all too much truth. Indeed, according to the figures published in the Minister of Finance's latest budget papers,[2] excerpted below, Canada has not compared well with the average unemployment of the "seven major countries".

	Average 1966-1973	**Average 1974-1978**	**Average 1979-1982**
Seven "majors"	3.4%	5.5%	6.6%
Canada	4.8%	7.2%	8.4%
Canada's rank in unemployment	2nd to Italy	Tied with Italy	2nd to Britain

The 1979-1982 figure, high as it is, contains within it the 1982 peak of 11 percent, about to be surpassed by the first half of 1983 with its well above 12 percent average. With 100 of every available 800 Canadians from sea to sea out of work, purchasing power, demand and output were all cut back in 1982. Training was not slow to follow. The Queen's University report[3] to the Skill Development Leave Task Force verifies this effect of the recession on company training.

Of 207 firms responding, 10 cancelled all or some of their training programs, 73 put restrictions on them, 69 kept the programs without change (except for a smaller number of participants), 4 reduced the length and 10 actually increased them.

Looking more closely at current (May 1983) figures, we see that employment has increased by about 180,000 jobs since November 1982, though it is still 400,000 below what it was in August 1981. Most of the recent return was in service occupations. Manufacturing is still 280,000 jobs below the 1981 figure. The building trades lost over 80,000 jobs and mining and forestry another 50,000.

This partial improvement has several aspects. One is that this increase in the job share of service occupations has carried further a trend that has been going on for over thirty years. There is of course a difference between looking for work in the service industries when the other industries around you are also hiring, and looking for work in the service industries along with

Impact of the current recession on Skill Development Leave Programs of all types
Distribution by Industry—All Firm Sizes Combined

(Positive answers as percentage of all responses. Number of responses, including multiple answers, is in brackets)

Industrial Classification	Mining *1	Con-struction	Manu-facturing *2	Transportation, Communications & Other Utilities *3	Wholesale Trade	Retail Trade *4	Finance Insurance and Real Estate *5	Services	Unidentified	Total
Impact										
Cancel All or Some Programs	46.1	0.0	16.2	25.0	14.3	7.1	16.2	9.5	20.0	17.4 (36)
Restrict Participation	38.5	25.0	44.6	45.0	28.6	14.3	29.7	14.3	50.0	35.3 (73)
Increase Participation	0.0	0.0	1.4	15.0	14.3	14.3	5.4	0.0	0.0	4.8 (10)
Reduce Length of Programs	7.7	0.0	0.0	0.0	7.1	7.1	2.7	0.0	0.0	1.9 (4)
Change Supplier of Programs	7.7	0.0	2.7	0.0	7.1	0.0	2.7	0.0	10.0	2.9 (6)
Other	0.0	25.0	6.8	0.0	0.0	0.0	2.7	9.5	0.0	4.3 (9)
No Change	0.0	50.0	28.4	15.0	28.6	57.1	40.5	66.7	20.0	33.3 (69)
Total	100.0 (13)	100.0 (4)	100.0 (74)	100.0 (20)	100.0 (14)	100.0 (14)	100.0 (37)	100.0 (21)	100.0 (10)	100.0 (207)

Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry". Queen's University, Kingston, Ontario, April 1983, p. B-32. Background Paper 13 prepared for the Skill Development Leave Task Force.

*To illustrate the economic situation of some of these industries we cite below the annual analytical notes published in the July 1983 Canadian Business magazine for 5 of the nine sectors.

hundreds of thousands of others who have been laid off or never were hired, in the rest of the economy. The sensitivity of many positions in the service occupations to eventual replacement, upgrading, reskilling or deskilling in high technology development is an additional element of uncertainty. Together they make the employment environment for training and education of people in the service sector a particularly complex field which requires increasing attention.

Successful employment in surviving or revised service occupations, and in new areas of service, both private and public, will call for broader knowledge and more transferable skill bases than has been the case in the past. There is an evident differentiation between management tendencies which favour firm-specific training frameworks and the need for learning flexibility linked to initiatives for the creation of new service sectors and occupations.

Statistics Canada estimated the effects of an increase of a billion dollars in consumer spending, on productivity and the number of jobs available in a simulation exercise for this Task Force Study. Due to changes in labour production with the advent of new technologies, the end result is that there are fewer people (or hours) required to produce greater quantities of goods and services.

The general outlook for employment over the next few years appears to be a matter on which there is less disagreement than many others. The federal budget papers additionally project not only a higher unemployment number and average rate for 1983 (12.4%) than 1982, but also a very slow fall over the next four years (11.4% in 1984, 10.7% in 1985, 9.8% in 1986 and 8.8% in 1987). This would give a medium term average for 1983 to 1987 of 10.6 percent, in comparison to the already high average of 7.3 percent for the longer period 1971 to 1982.

These figures, marginally modified by the private Ottawa think tank Informetrica,[4] see 11.4 percent unemployment for 1984 to 1985 and a 10.7 percent average hanging on for the period 1986 to 1990.

This unhappy outlook prompted the Canadian Conference of Catholic Bishops[5] to express:

> "Increasing concern about the scourge of unemployment that plagues our society today . . . In our regions we have seen the economic realities of plant shut-downs, massive layoffs of workers, wage restraint programs and suspension of collective bargaining rights for public sector workers. At the same time, we have seen the social realities of abandoned one-industry towns, depleting unemployment insurance benefits, cut-backs in health and social services, and line-ups at local soup kitchens. And we have also witnessed, first hand, the results of a troubled economy: personal tragedies, emotional strain, loss of human dignity, family breakdown and even suicide."

According to Canadian Business Magazine Special Issue, 1983, last year was a dreadful year for nearly every business sector in Canada. Industry sector notes from Canadian Business Magazine that correspond to some sectors studied in the Queen's report printed above follow.

*1 Integrated Mines

Alcan Aluminum Ltd. of Montreal, the world's largest aluminum producer, took an enormous gamble last year: in the midst of industry wide lay-offs and plant closures, it operated at 88% of its 1.5 million tons annual capacity, kept its work force intact and built inventories. Alcan Chief Executive Officer (CEO), David Culver's goal is to establish the firm's independence from the North American aluminum-producing fraternity so that it can set its own prices.

Inco Ltd. and Falconbridge Ltd. endured depressed demand and prices for nickel, and Sudbury, Ontario, the centre of both firms' operations, suffered severely. Unemployment there reached 33% last winter. At about the same time, the world nickel price fell to $1.44 per pound, close to what the two firms realized ten years ago. Falconbridge had to cut prices and sell well below cost merely to maintain its market share and sustain cash flow. Like the other integrated producers, neither firm expects a significant improvement in commodity prices or their bottom line until 1984 or beyond.

*2 Steel

The integrated steel sector, which recorded an 18% drop in sales to $4.4 billion, was weakened by reduced demand from auto and home appliance makers and from the petroleum and capital goods industries.

With sales down 39%, Algoma was hardest hit because of a sound strategy that backfired. The firm has spent the past few years tailoring its production almost exclusively to the construction and oil and gas industries, two sectors that buoyed Algoma's profits before they were decimated by the recession. A further 100 employees were laid off in February (for a total of 4,700) and the firm warned of more layoffs this summer even as Stelco and Dofasco were recalling some of their workers.

*2 Food Producers

Food manufacturers, who comprise Canada's largest industrial sector with a work force of 200,000 have endured the downturn better than most. But the industry suffered a 10% decline in overall profits to $560 million last year and profit margins were squeezed to an average 1.9% from the 2%-3% range enjoyed during the 1970s. Most food processing plants are operating well under capacity and the only thing holding many producers back from rationalization and modernization programs are low profit levels.

Bishop Adolphe Proulx, Canadian Teachers' Federation president Gerry O'Keefe and Canadian Labour Congress president Dennis McDermott[6] have recently emphasized these same points.

1.2.1 Productive Capacity

The real volume of production went down in 1982, by 4.8 percent (since adjusted by Statistics Canada to −4.4 percent). Annual increases are projected for 1983 of 2.3 percent and for 1983 to 1987 of 4.2 percent, according to the budget reports.[7]

Certainly production in the first quarter of 1983, sparked by that key element of an upturn, increased consumer demand, has risen at a rate that, should it continue throughout the year, would surpass expectations. (Unless continued high interest rates, or even a move back to previously prohibitive high levels, cut down that increased demand).

The Canadian Manufacturing Association (CMA)[8] indicates: "While production is increasing, industrial investment activity is plummeting. After declining by an unprecedented 23 percent in 1982, the volume of capital spending is expected to fall by a further 20 percent this year". A later, more detailed CMA analysis,[9] speaks of manufacturers planning to spend an average of 18 percent less than in 1982, with 14 industries (particularly wood, paper, rubber and plastics, primary metals and petroleum) planning to spend less and 6 industries (auto, leather, knitting, electrical, textiles and miscellaneous) planning to spend more.

The total investment drop for 1983 was estimated at just over $2 billion. The CMA further goes on to say that "there ought to be some real increases in 1984 and a significant rise in 1985, as companies expand capacity."

Capacity expansion is an important key to future employment and training prospects. However, it is difficult to think in terms of capacity expansion while Canadian manufacturing uses only two thirds of its existing capacity. Figures on hand for the last quarters of 1980 and 1982, show the following capacity utilization:[10]

	Industry	**Manu-facturing**	**Durable Goods**	**Mining**	**Con-struction**
Last quarter 1980	84.8%	85.8%	82.8%	75.4%	64.9%
Last quarter 1982	68.3%	67.9%	60.4%	60.9%	58.9%

*2 Beverages and Tobacco

Alcoholic beverage manufacturers have coped with slow growth for several years, but in 1982 the recession made the coping even tougher. Nowhere in Canadian industry was competition for market share more fierce than among the three major brewers. Those turf wars account for their lavish spending on advertising, promotion and sponsorships.

*3 Communications

While the downturn began to ravage many industrial sectors in 1981, the media firms didn't feel the worst of it until last year. Advertising budgets, often the first target of cost-conscious managers, were heavily slashed to the particular detriment of Torstar Corp. and Southam Inc., most of whose newspapers operate in highly competitive markets. Southam CEO Gordon Fisher, who warned of layoffs early last year even as the firm celebrated a 20% profit increase for 1981, was as good as his word: 585 workers got the axe.

*3 Utilities

Most utilities enjoyed profit increases last year, largely due to the lingering effect of government granted rate hikes to compensate them for the high capital costs of double-digit inflation and spiraling interest rates. But in the second half, costs of most utilities were well under control as inflation rates abated.

*4 Retailers

Department store chains can look forward to a relatively prosperous 1983, but then any growth would be an improvement. Last year, revenue growth was nonexistent at Simpsons-Sears Ltd., and revenues fell at Woodward Stores Ltd., and Hudsons' Bay Co. The Bay was particularly hard hit, and it responded by cutting employees and slashing executive salaries.

*5 Real Estate

In 1982, real estate developers gave up on high-flying asset growth financed with costly short-term borrowing and began to concentrate on commercial income-producing properties and long-term fixed-rate financing and committed tenants before breaking ground on its projects.

*5 Financial Services

As 1982 progressed, the banking industry swung from one extreme to the other. Agitation from consumer groups over the banks' huge 1981 profits produced a House of Commons inquiry. It quickly revealed a bounty of horror stories about the banks' questionable fiscal prudence. Among other things, the inquiry was told that 1982 loan losses could equal or exceed the industry's profits.

Some of that decrease in capacity utilization can be attributed to plant closures, with business bankruptcies having increased by almost two thirds in the same two years (from 6,595 to 10,765 or an increase of 63.2 percent).

The federal budget papers[11] indicate an expectation that, "... the excess capacity which developed during the recession will be reduced slowly. However, neither capacity nor labour utilization rates are expected to approach historical levels until late in the projection period." (1983-1987) While a continued improvement in demand and production could see capacity utilization return to the higher but still spotty 1980 level (not quite the same as historical levels), even their optimistic scenario would not justify that expression for labour utilization. (An OECD report, released in Paris on July 12, 1983, expects unemployment to remain above 12 percent for both 1983 and 1984).

Nevertheless, it is precisely because consumer demand has sparked a substantial rise in production in the first quarter of 1983 (1.8 percent, or a year-end rate of over 7 percent if it continues at this level), that productivity has been rising again. Simultaneously, there has been no substantial increase in employment.

At the same time, the budget report states that, "Despite a forecast of lower real interest rates and improving markets and profits, the short-term outlook for new investment in 1983 remains weak, in large part due to high levels of unused capacity."

While some critics place blame with the fear of another interest rate explosion, caused by competition for investment funds on the capital market by a government driven to heavier borrowing to meet rising deficits, others respond by pointing to the massive availability of savings funds as Canadian savings continued through 1981 and 1982 at record high levels of 12.4 and 13.7 percent (compared to the 1974 to 1982 average of 11.1 percent and a similar 1983 to 1987 projection).[12]

What would seem to be involved is not so much the size of the deficit as the direction of policy on production, employment and investment. The funds are there, it is a question of who uses them and how. Positive ways of using funds (after all, even Japan and Germany have had deficits) could be linked to overall economic policies aimed at avoiding further cuts in the incomes of working Canadians, so that their confidence and demand for goods and services are maintained and production can continue to grow.

"The economic/structural limits for once will be consistent with the socio-cultural objectives of the individual. Instead of a diminishing majority which works harder and harder, and an increasing minority which is expelled shamefully from the labour market, we are proposing that available work be rationed more intelligently and more comprehensively than has been suggested so far."

In his paper, Emmerij calls for a system of recurrent education open to receive people of all ages, integrated education and training, variable and flexible duration and plural exit points.

The advantages of the system advocated include:

better linkage between changing skills required and educational and training supply;

a cyclical capacity whereby government can steer fewer or more people into Paid Educational Leave (PEL) according to the strength of the economy;

reduce the perverse effects of post-secondary allocation, or income distribution currently in place in western countries, provided as a matter of policy, positive discrimination is built in to favour those with greater needs; and

creation of an improved climate for work.

'People who withdraw voluntarily from the labour force are in a very different psychological situation (than) those who are forcefully expelled'.

The arguments advanced for this approach include:

increased labour market flexibility for employers and workers alike owing to the increased pace of retraining in line with technological change and easier individual re-orientation in mid-career;

increased capacity for individuals to realize potential because educational participation can be timed at periods of positive motivation;

PEL can be used as a counter-cyclical economic weapon; and

labour supply can be reduced in aggregate, thereby contributing to better balance of supply and demand for work."

Adapted from CAAE, "Paid Educational Leave": Toronto, Ontario, April 1983, pp. 68-70, Background Paper 15 prepared for the Skill Development Leave Task Force, (commenting on Louis Emmerij, "PEL, with Particular Emphasis on its Financial Aspects": OECD, Paris, 1982.)

1.2.2 Employment Insurance For Working Canadians

Putting dollar figures on the costs and benefits of a national education and training program depends on so many imponderables that such figures can only be estimates. A national payroll levy to pay for educational or skill development leave, would raise about two billion dollars at a one percent rate. On the basis of the auto workers' paid leave experience this could provide pay, maintenance and education during one month's leave for close to 7 percent of all working Canadians each year. How much will that contribute to immediate or medium range production; flexibility in making and shaping technological and organizational change in the workplace; improved communications in the workplace; better health and safety records; increased participation in community and organizational life? That is very difficult to quantify sensibly. What should be clear is the high social cost to each of the many individuals affected, to industrial development, and to all of Canada, of not educating and training and of not reducing functional illiteracy and educational discrimination.

Louis Emmerij, Rector of the Institute of Social Studies at The Hague and chairman of the ongoing Dutch National Commission on Paid Education Leave (PEL)[13] presented a positive plan of action for his country, published by the OECD.

Emmerij places PEL among a battery of economic policy instruments that government should consider, precisely because of the continuing unemployment crisis in the recent past and predictable future. He says: "Something different must be done to influence people in the labour market than the present method, namely, of throwing them out of employment."

Among the alternative mechanisms, Emmerij lists six for examination:

- early retirement;
- extension of compulsory school years;
- longer vacations;
- shorter work weeks;
- shorter work days; and
- flexible mix of work, leisure and recurrent education.

The latter is spelled out in his proposal for a PEL policy for Holland:

"The essence of our proposal is to transform this rigid, sequential system into a more flexible recurrent system, in which it will be possible to combine or alternate periods of education, work and retirement throughout adult life."

1.2.3 Technological Change

The rapidity with which projections change can be illustrated by referring to the scenarios for high technology implementation in Canada in the 1980's, in one of several very interesting technical studies prepared in 1981 for the Labour Market Development in the 1980s Task Force.[14] Studying the possible effects of robotics on employment, the report outlines three types of scenarios: pessimistic, optimistic and objective. The more modestly alarmist of the pessimist scenarios showed unemployment rising to 8.2 percent. Projections thought to be sound, made with consideration to historical data, and both objective and subjective inputs, are often overtaken by history.

The implementation of new technologies raises new questions for Canada. Will we see new products such as home computers, mass demanded, mass produced, and mass home-installed, in the same way as television sets were a generation or so ago? Will this type of production supply many jobs and if so what kinds of jobs? Will the production and the jobs be moved to other cheap labour countries, in the way almost all North American television production was?

No amount of training is likely to adjust people to being unemployed, nothing can. Technological progress and innovation are needed. Can they be part of an Industrial Policy that builds employment and skill development into its goals?

Not achieving technological progress at all would cause Canadian industry to fall behind the rest of the world. Some say this will cause far more jobs to be lost than would be lost to technological change itself. Others oppose technological change because of the menace to current jobs. There may well be some truth in both these arguments, particularly if they are the only two. A third possibility, a programmed and negotiated introduction of technological change, is infrequently mentioned. Decision making becomes a more involved process and the introductory stages, in particular, become more costly in the short run to the firms or administration involved, with the enterprise and society, which expect to share the gains of high technology, sharing the human burdens of transition. In addition, it would certainly require a greater role for education and training. Wage and salary earners and managerial and planning staff, need to broaden their knowledge and skills in order to deal with the human, economic and technical problems inherent in major change.

The Economic Council of Canada, (ECC)[15] seems to agree with the choice between the two extremes, saying that "Without technical advance, growth is likely to be very slow — even non-existent", and the spectre of a "static society akin to . . . the Middle Ages" is raised. A dissenting minority within this group proposes that we adopt the third option. They express concern for effective preparation and transition to change, and charge that their report has ". . . not paid sufficient attention to the human element, to problems of industrial relations, to meaningful consultation and to the need for effective programs now, to ease the burden of change on particular individuals or groups."

"In fact, the data in this study show that *labour productivity* is *not the main problem* in the *Canadian* economy. Chapters 2 and 3 contain the results of the aggregate econometric analysis of productivity in the manufacturing sector as a whole and the specific industry-level analysis. From them my main conclusion is that the productivity decline can be attributed more to a failure of an aspect of capital development; that is, much capital in the manufacturing sector is old and new capital has not always embraced newer and more efficient technology."

Uri Zohar, "Canadian Manufacturing, Study in Productivity and Technological Change": Volume I, 1982, p. 8.

"No matter how much we train people now," says Stuart Smith, Chairman of the Science Council of Canada, "we know the rate of change is growing even faster and people will change careers more frequently . . . They will have to move in and out of the educational system to prepare for new jobs . . ."[16]

Roy Philips, recent president of the Canadian Manufacturer's Association, says that, "Workers should be given the greatest possible lead time in anticipation of planned changes, thereby allowing employee feedback and advice, and permitting retraining."[17]

Fred Pomeroy, president of the Communications Workers of Canada,[18] one of the unions most closely linked to technological change, points out that, "The market does not automatically convert rising productivity into an acceptable distribution of income and leisure. For example, it makes more sense, from a company's point of view, to replace well paid welders with welding robots than to replace cafeteria workers who are making at or close to the minimum wage with robots . . .".

Pomeroy goes on to say that, "Productivity increases are important to us as trade unionists since the higher the level of real wealth created, the more there will be to distribute . . . Higher levels of productivity are important to us if they create more and better jobs . . . We must be very wary of economic change, of increasing productivity, of structural adjustments, that do not talk at the same time of how the pains, and benefits, of such change are to be shared."

Technological advance contains many possibilities, depending on how it is shaped, who controls it and how it is carried out. The technology makes it possible to displace the balance between old and new types and levels of production, between hiring and firing, between overtime for some with job loss for others and reduced hours of work for many. That balance is not automatically fixed by the technology. It depends on policy decisions that humans make, or fail to make.

The previously cited work[19] on robotization contains another emphatic point: There are different, evolving and often inter-related forms of technology in the various sectors and industries. This point is gone into in great detail in the two volume study by Uri Zohar for the Canadian Institute for Economic Policy.[20]

Zohar defines productivity as, ". . . the outcome of a process of production using a given technology by which a set of inputs are converted into final output. The set of inputs usually includes labour, capital, management, and intermediate inputs such as energy, raw materials, research and development, education and other items". After a detailed study of the inputs and outputs of 19 industrial groups, Zohar evaluates them on the basis of a projected mix of government "policy objectives with the following priorities: first, increased employment; second, economic growth; and third, rising labour efficiency"[21] and proposes supportive measures on that basis. Only five industries fulfill all three objectives: food and beverage; clothing; non-metallic minerals;

Given the usual tendency for people to drop out of the labour market, or not enter it, when there is little hope of finding a job, participation can hardly be predicted or projected with any accuracy. However, we give here the labour force projections of the current federal budget papers:

	Annual 70 yrs average	**1970's**	**80's & 90's**
	%	%	%
Labour Force Change	2.1	3.2	about 2.0
Working Age Change	Long run average 1.9	2.1	lower
Participation Rate Change		1.1	overall & female increase male decrease

Reference to Federal Budget Papers, "The Economic Outlook for Canada": Department of Finance, Ottawa, April 1983, pp. 12 and 19.

chemicals and electrical-electronics. Zohar calls them 'winners'. Two others are 'winners' for two of the three objectives: transportation equipment and leather.

It would still remain to be seen whether there are particular social or regional reasons for supporting any industries that fulfilled only one, or in extreme cases even none of the objectives. Refining the analysis by industry and by broad objectives can also serve as a basis for policy setting in the area of training and education, provided of course that governments accept the underlying concept that those policies must be worked out as part of the broader social and economic policies.

Another area of economic life that is obviously related to the problems of employment, purchasing power and production, is that of the rate of growth of the labour force (of those people in Canada over 15 who are either working or officially counted as looking for work).

If it is true that a lack of new entrants to the labour force, particularly of those with certain knowledge, capacity or skill, can be a serious obstacle at a time of economic or sector expansion, the opposite is not true. The strange notion that reducing the number of people with purchasing power, by reducing the labour force, would somehow solve unemployment, is on a par with the notions that the unemployment problem can be solved by firing all women, or all people who . . .

The Labour Force has a general trend and also specific components, each of which is affected by the broader economic and social picture, but also has its own specific nature.

1.3 DEMOGRAPHIC CHANGES IN CANADA, POPULATION AND LABOUR FORCE GROWTH

Within the framework of the changing economic situation, labour force growth in Canada has been determined by changes in the labour force working aged population, labour force participation* rates and levels of net immigration. On that basis, it is expected that in the 1980s and 1990s the rate of labour force change will rejoin the historical tendency in the 2 percent range, after having gone through a period of substantial increase in the 1970s. Immigration no longer holds the everflowing potential for ready labour force entrants, partially because of global demands for highly skilled and qualified workers.

Participation Rates
(share of working age population participating in the labour market)

Changing Economic Conditions: Working Age Population of Native Ancestry

		Percentage Change 1980-90
Average Annual Rate of Growth		2.9
Estimated Percent of Total Growth	— In Prairies	20
	— In Winnipeg	23

Adapted from the "Labour Market Development in the 1980s": Task Force on Labour Market, Employment and Immigration Canada, 1981.

"As the baby boom cohort matures, and as births decline, the population will slowly age. Young people under twenty-five constituted 45 percent of the total population in 1976. By 2001 they will make up only 34 percent and by 2031, 28 percent. In contrast, the sixty-five plus age group is expected to increase from nearly 9 percent of the total population in 1976 to 12 percent in 2001, and 20 percent in 2031. The working age population (25-64) will rise from 46 percent in 1976 to 55 percent at the turn of the Century, but drop to 51 percent by 2031."

W. Clark, M.S. Devereaux and Z. Zsigmond, "The Class of 2001": Statistics Canada, Ottawa, February, 1979.

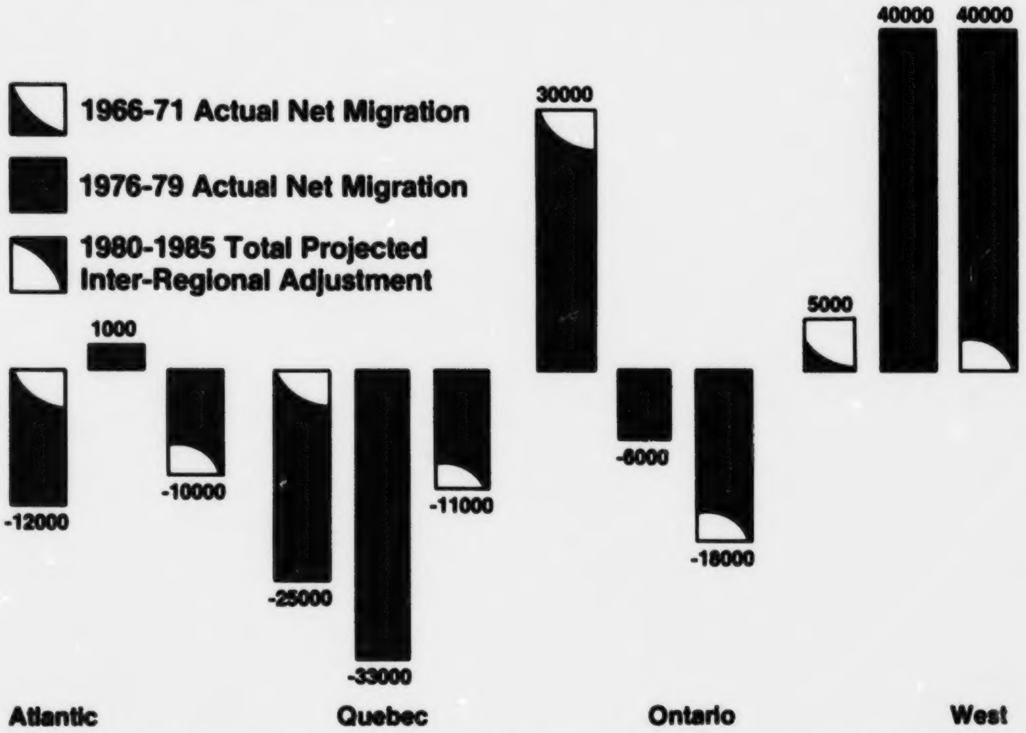
There will be an actual decline in the number of workers in the 18-24 age group. Of the people added to the work force in the next ten years, over two thirds are expected to be adult women. The Native working age population will increase more quickly than that of Canada as a whole; in some prairie cities Natives are expected to constitute 30 percent of total labour force growth. These new and increasing groups of labour force participants have unique learning needs and often many barriers to overcome.

1.3.1 The Big Generation

The post Second World War 'Baby Boom' was more pronounced in Canada than in most other industrial states. The rise, and now, the dramatic fall, in the proportion of the population under 22 years has taken place with rapidity and impact. This bulge has impacted with great force on the educational systems, leaving in its wake empty classrooms. The big generation will cause stress and overload on the system throughout, culminating in tremendous strains on the country's resources when this group reaches traditional retirement age. In future, increased funding will be required to provide services to this population, such as: retraining, upgrading and updating, health care, and social security. Precluding an unforeseen surge in fertility or serious policy changes, it is probable that a smaller percentage of spending will be allocated to education of traditional students over the next 20 years. Demographic realities indicate the need for a priority inclusion of adult working Canadians in active education and training throughout life.

While the 1980s can be referred to as the era of the young adult, the 1990s will experience a middle age bulge and in about 2015, the post-war baby boom generation will reach the present retirement age of 65.

CHANGING ECONOMIC CONDITIONS: NET INTER-PROVINCIAL MIGRATION



Adapted from: Labour Market Development in the 80's Task Force Report, Employment and Immigration Canada, 1981.

1.3.2 Migration of Canadian Workers

The greatest area of growth in labour market demand has been expected in the three western provinces, British Columbia, Alberta and Saskatchewan, although the recent rapid rise of unemployment in British Columbia and Alberta casts some doubt on the timing of that growth. Eventual moderate increases in growth are predicted for most metropolitan labour markets throughout Canada, but very slow growth is expected in non-metropolitan areas of eastern Canada. This demand projection could change, if major mega-projects, such as the development of the Hybernia oil reserves, come about in the Atlantic region.

The Canadian worker has of necessity been extremely mobile. From 1966 to 1971 people moved from the maritimes and Quebec, to Ontario and the western provinces. From 1976 to 1979 a large number of people left Quebec, and the West gained a number of new citizens. The western growth may well be maintained on average for the 1980s, though reduced recently by a counter-flow of disappointed job seekers.

The migration patterns of Canadians, necessitate interprovincial educational standards and the portability of experience and credentials.

The Changing Age Composition of the Future Source Population and Labour Force, Canada, 1981—2001
(Percent)

	1981			**1991**		**2001**	
Age Group	**Total Population**	**Source Population**	**Labour Force**	**Projected Source Population**	**Projected Labour Force**	**Projected Source Population**	**Projected Labour Force**
15—19	12.3	12.2	10.5	8.5	7.7	8.6	8.0
20—24	12.4	12.7	15.6	9.6	11.5	8.4	10.4
25—44	38.1	38.2	47.5	43.2	54.9	38.5	50.0
45—64	24.7	24.8	24.8	24.8	24.4	29.6	29.8
65 +	12.5	12.0	1.6	13.9	1.6	14.8	1.7
	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: David K. Foot, *The Impact of Population Growth and Aging of the Future Canadian Labour Force*, *Mimeo*, a paper presented for the Conference on Canadian Labour Markets in the 1980s, Queen's University, February 25-26, 1983, p. 16; *The Future of the Part-Time Labour Force in Canada: A Demographic Perspective*, January 1983, pp. 27-34.

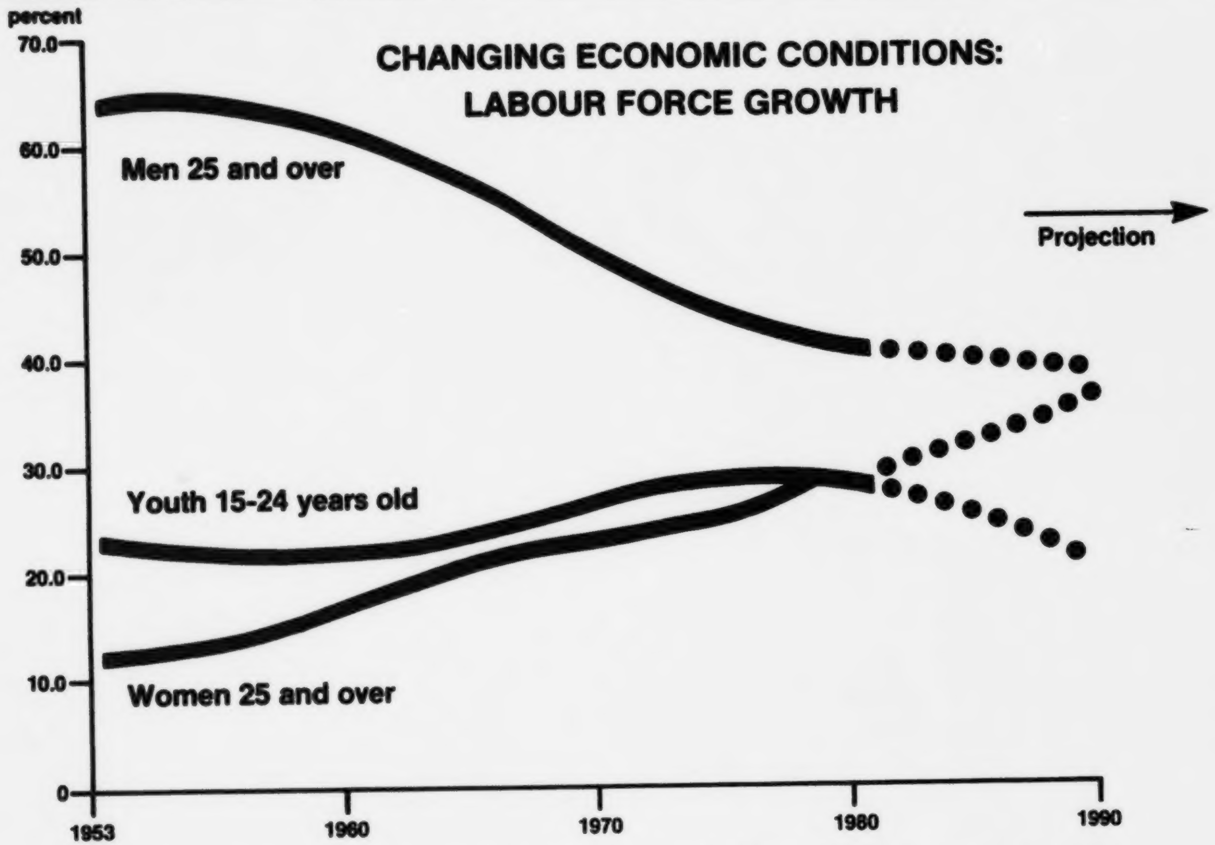
(a) Projected on the basis of net immigration of 65,000 persons per annum.

(b) Based on the assumption of "low participation rate of growth". It is assumed that the same change in rates which occurred over the period from 1977 to 1981 will continue in the next ten years after which rates are constant.

1.3.3 Aging Labour Force

Recent trends toward early retirement may change, increasing the work force participation of seniors. Extended longevity, slowing in functional aging, along with increased inflation and lessening real income may increase the desire for older people to remain in the work force. In conjunction with new human rights legislation and the removal of mandatory retirement, these factors may slow the withdrawal of older workers from the labour force and create an environment for flexible work arrangements. Additionally, the "greying" of the work force will deplete the stock of current highly qualified and skilled manpower and inhibit the mobility of the work force. The aging of faculty, guidance counselors, researchers and teachers will impact on the educational delivery systems.

It is suggested that many of the economic, social, and psychological problems caused by retirement and the impact of the aging of a large group of Canadians could be alleviated by major reallocation of time and the interweaving of work, learning, and leisure time throughout life.



Source based Statistics Canada Labour Force Survey adapted from Labour Market Development in the 80's Task Force Report, Employment and Immigration Canada, 1981.

1.3.4 Participation of Women

By 1990, projections imply that over 75 percent of women, aged 24 to 54 will be in the labour force. There will be a need over the next decade increasingly to educate and integrate women into industries in which they have not traditionally been employed in large numbers. Relatively static demands for clerical and office workers and for workers in health, education, and public administration will mean decreased opportunities for women in those traditional female occupations. A break with the past will be necessary, and women will need to be employed in a broader, more diverse set of occupations in the future. New and flexible work arrangements, such as benefit protected job sharing, may support the involvement of women in the workplace. In order to facilitate this integration, a process will be required that is partly related to training and education systems; partly to dissemination of information; partly to societal expectations and the elimination of systemic barriers; partly to revisions of obsolete or discriminatory hiring and pay-fixing practices, and also to the internal promotion procedures of employers.

1.3.5 Participation of Native Peoples

There will be strong growth in the Native population of working age, which is expected to increase at an annual rate of 2.9 percent, compared to 1.1 percent for the total population. The increases will be more pronounced in the prairie provinces with 20 percent of the labour force being comprised of Native peoples. Elimination of educational, societal, cultural, geographic and systemic barriers to this group's full participation will be necessary. Realistic education and training opportunities, often distance-delivered, are essential.

Nationally, the Post Secondary age group grew 87 percent between 1961 and 1978. The increase varied from 54 percent in Saskatchewan to 139 percent in British Columbia. The cohort is expected to peak in every province during the early 1980s and then diminish until the mid 1990s (1992 in Alberta; 1998 in Newfoundland). The national drop between peak and trough is 21 percent, but it varies from Quebec's 32 percent to Alberta's 11 percent. After its low point in the mid 1990s, the age group will probably increase to the end of this century as a result of the baby boom "echo" expected in the early 80s.

W. Clark, M.S. Devereaux and Z. Zsigmond, "The Class of 2001": Statistics Canada, Ottawa, February, 1979.

"Increasing Opportunities for Disadvantaged Groups"

A high concentration of disadvantaged people will be found among adult women re-entering the labour force and among Canadians of native ancestry.

Two main kinds of employment difficulty are evident.

- finding and holding entry level jobs, and
- progressing to higher job levels.

Possible assistance with entry and re-entry includes:

- education and training to complement but not substitute for a job;
- targetted wage subsidies;
- pre-employment and post-employment counselling; and
- affirmative action.

Adapted from "Labour Market Development in the 1980s: Task Force on Labour Market", Employment and Immigration Canada, 1981.

1.3.6 Participation of Youth

As the youth share of the labour market decreases, and fewer youths are available, there will probably be less competition for entry level jobs. Although fewer young people entering the labour force may bring the unemployment rate down, it will also reduce the number of young people ready to go on to further education because of the immediacy of a job offer. The pool of highly qualified and highly skilled youth is expected to decline as the economy gains ground. A need for further education of the existing labour force becomes obvious. Fundamental improvements are required in training processes so that shortages can be alleviated by domestic means in the medium and longer term. In addition, those young people who enter the labour force will need to retrain, upgrade and update their skills.

Special initiatives and short-term projects to meet the immediate employment and training needs of this group, should be considered as modules within a continuum of lifelong learning and employment.

1.3.7 Participation of the Disabled

Training programs need to be made more flexible to meet the needs of disabled people and older workers. Retraining of older and handicapped workers may include a partial or complete skill package and will comprise an increasing proportion of training requirements in this decade.

It is thought that computer advances may lead to more employment opportunities for the disabled. People who cannot move about easily will be able to work out of their homes. Blind people will be able to work with talking computers. Home cottage industries and piecework raise the spectre of cheap labour exploitation for people who most need help to fully contribute to society. While the technology may hold a key to fuller participation in work, learning and life, it must be handled with care.

Impact of the Current Recession

"In theory, the effect of a recession on the extent of a firm's training activities is not clear-cut. Recession reduces the cash flow, necessitates cost reductions and, thus, may be expected to cause a decline in training by private firms. At the same time, however, an employer may not wish to lay off certain categories of workers even when they are under-utilized. One might therefore, at least in theory, expect an increased interest in training activities, since the opportunity cost of removing the trainees temporarily from production is low (or zero).

The survey results show that, at least for the 1982 Canadian recession, the first effect was predominant. The number of responses to the question of how each respondent firm reacted to recession (Question 19, Part III) was as follows:

Impact of the Current Recession on Skill Development Leave Programs of all Types: Distribution by Firm Size — All Industries Combined

(Positive answers as percentage of all responses. Number of responses, including multiple answers, is in brackets)

Firm Size (number of employees)	**–99**	**100-199**	**200-499**	**500-4,999**	**5,000+**	**Total**
Impact						
Cancel All or Some Programs	25.0	13.0	17.0	16.1	22.2	17.4 (36)
Restrict Participation	25.0	39.1	34.0	33.3	41.7	35.3 (73)
Increase Participation	0.0	0.0	2.1	8.6	2.8	4.8 (10)
Reduce Length of Programs	0.0	0.0	0.0	2.1	5.5	1.9 (4)
Change Supplier of Programs	0.0	0.0	6.4	2.1	2.8	2.9 (6)
Other	0.0	0.0	6.4	4.3	5.6	4.3 (9)
No Change	50.0	47.8	34.0	33.3	19.4	33.3 (69)
Total	100.0 (8)	100.0 (23)	100.0 (47)	100.0 (93)	100.0 (36)	100.0 (207)

Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University, Kingston, Ontario, April 1983, p. B-33, Background Paper 13 prepared for the Skill Development Leave Task Force.

1.4 CONCLUSIONS

Let us return to our initial two-way question in the light of our discussion of some economic factors: 1) What effect can the changing production and employment (or unemployment) scene have on training and education? And 2) What effect can changing education policies and practices have on production and employment?

1.4.1 The Effects of Changing Production and Employment on Training and Education Include the Following:

- *Need for Flexibility*
  The changing composition of the working age population means we need greater flexibility in providing and financing the kinds of educational programs that fit evolving learning needs.
- *Need for Shifting Priorities to Reflect Current Reality*
  The changing age groups in the population are changing the use of educational facilities. Classrooms that are empty can be used for other groups. Parts of budgets that are not used by dwindling age groups may become available for other uses for the same people, or for other groups of people needing them.
- *Need for Older Workers to Retrain*
  The sharp reduction in employment, particularly in 1982, leaves a work force more generally (because of seniority) having a sizable investment of years of working life in the enterprise. Thus workers with many years of service are more likely than before to be available or interested in some form of recurrent education, particularly if they feel it will increase their job security.
- *Need to Respond to Training Requirements Caused by Demographic, Demand and Employment Trends*
  Special learning and job placement problems, precede and follow a large generation like the Canadian Baby Boom group. The impact of the baby boom, along with the cyclical downturn and fear of the effects of technological change are expected to increase awareness of the importance of more adequate training and education.
- *Need to Examine Hours and the Distribution of Available Time for Work and Learning*
  The layoffs and scarcity of employment opportunities, particularly upsetting for young people, can be an opportunity to increase people's awareness of the need for further education. The stress of being jobless can also make people more aware of discriminatory practices and the need to overcome them.

"The reactions vary drastically across industries; for example, no firms in Mining report no change (the bulk of them cancelled programs or restricted participation), while 66.7 percent of responses from the Service industries report no change. As for firm size, some large firms increased participation, but on the whole it appears that large firms cut down on programs more than small firms. In general, however, complete cancellation of programs was rare.

As for the 'change in supplier' answer, the typical shift was from consultants and outside agencies to in-house arrangements. Among the other options were the spreading of the completion time and postponement (instead of cancellation) of programs, reduction of travel to courses and training centres, and shifts to local arrangements. Among those who indicated 'no change' in the participation rate, there were many cases where the absolute numbers in programs went down together with the total employment. One source of the decline in training activity is due to lack of new hiring (and thus no need to train new employees). Two respondents indicated increased interest in training during recession, but had not yet followed it up with action."

Ibid, pp. 47-48

- *Need to Maintain Core Skill Levels and Respond Rapidly to Changing Skill Requirements*
  The changing nature of production makes for rapid changes in job or occupation-specific skill requirements. At the same time it clarifies the need for both a broader-based type of vocational training and a higher level of general basic education. People need the knowledge and skills to be able to change job orientation without losing the ability to get and hold available jobs.

- *Need to Proactively Meet the Challenge of Change*
  The changing organization of the work process means that available learning is a key measure to encourage wage and salary earners to join actively in shaping change and development rather than passively bearing them.

- *Need to Incorporate Technological Change into Work and Learning*
  A most volatile combination for the future is the development and application of different levels of technology. The challenge is to meet changing functional and learning needs of both producers and users.

- *Need for All Canadians to Share the Responsibility for Shaping the Future*
  The changing structural makeup of the enterprise continues the high Canadian trend to concentration of industry, often in off-shore hands. At the same time there is a continued extension of some firms to a multitude of smaller plants in Canada or elsewhere, or to widespread sub-contracting. The larger plants might be expected to understand, facilitate and reduce the per capita cost of the educational process more than smaller ones, although some of the data lead us to believe that this is not always the case. Indeed, in many cases the medium size firms (between 100 and 500 employees) have had a slightly more continuous record of maintaining training during this recent recession. Small firms appear to have the least commitment to employee learning, thus inhibiting the spread of educational programing, presenting a greater challenge to policy-makers and promoting a greater need to develop programs suitable to their needs and those of their employees.

- *Need for Transferable Skills for Developing Sectors*
  Industrial restructuring modifies the comparative growth, or shrinkage, of industrial sectors.

- *Need for Diverse Training and Educational Responses*
  Each sector has a different work force composition and learning needs. Sectors also have different, and only sometimes evolving, historical attitudes toward education and training, and different financial and managerial adaptability to those changes.

- *New Technologies Provide New Learning Opportunities*
  Changes in production technology are altering the training needs of people involved in production. At the same time, new technology is changing the educational equipment, techniques and methods available for a greater participation in educational life by many who had been, or felt, held at arm's length.

1.4.2 The Effects of Changing Educational Policies and Practices on Production and Employment Include the Following:

- *A Labour Force with Appropriate Skills will Fill Demands for Increased Production, Eliminate Bottlenecks and Provide Employment Opportunities*
  The demand for increasing and more equitable access to recurrent education on the part of important sectors of public opinion can increase the likelihood of individual, community, labour and management (together or separately) involvement in the expansion of some form. This will increase the ability of working Canadians to cope with the challenge of finding more satisfactory and efficient linkages between their desire for continuing employment and the poorly utilized productive capacity of the country.

- *A Ready Labour Force Can Shape Change*
  The expansion of appropriate education and training will prepare people to shape the form, content and timing of technological change instead of being subject to all the supposedly inevitable negative effects on employment, deskilling, or health and safety.

- *A Ready Labour Force Can Incorporate and Integrate Changes in the Workplace*
  The efficiency of education and training programs, above all if they are a part of local, provincial and federal industrial policy, will to a large degree determine the speed and efficiency of technological innovation and application.

- *Lack of Appropriate Educational Response Restricts Canadian Growth Potential*
  The insufficient investment of resources in training and education and the often inappropriate nature of existing programs have been a brake on Canadian industrial production, flexibility and ability to reach employment goals.

- *Unreasonable Educational Credentialism Inhibits Mobility for Canadian Workers*
  The segmentation and exaggerated credentialism that persist in Canadian educational systems are hindrances to the increased competence, mobility and productive capacity of working Canadians. Overcoming the artificial 'Great Wall of China' between general and vocational training, as well as that between initial and further education, will open the way to greater progress.

- *The Compatible Inter-weaving of Learning and Work Throughout Life is Necessary for the Full Labour Force Involvement of all Canadians*
  A more flexible development of formal (institutional) and informal, education and training, together with a more appropriate recognition of work experience, can help motivate working Canadians, help them overcome their often justified mistrust of educational institutions and allow for a more effective use of educational opportunities in making industry more productive.

- *All Skills are Required for Effective Response to Change*
  The development of a broader, multi-purpose and multi-dimensional, general base for vocational training will help overcome the rigidity in both training and employment.

- *An Effective Response to the Challenges of Change*
  A more educated and more appropriately educated work force can be a trump card in building a Canada that is both humanly and technically able to hold its own in a competitive world, provided that we recognize the need for a set of national policies, making positive use of the differences and similarities of local and regional concerns and plans, linking training and education goals and practices to the economic and employment aspirations and performance of working Canadians.

CHAPTER TWO

THE LEARNING ENVIRONMENT

Recurrent Training and Education for Workers

Needs, Modes and Incentives

	Groups include	Base education level	After Entry Training Needs	Training Modes	Incentives Individual	Special Needs
A Unskilled Workers	Youth, Men, Women, Native Groups, Immigrants, Older Workers	minimal	—English/French as a second language —Basic literacy or numeracy —Upgrading	—On-the-job Training —Part-day, day release —Block Release —Full-time	—Basic education —Skills —a job	Counselling Income maintenance Expense Coverage
B Semi-Skilled Workers	Clerical Labourers	minimal, may have completed some or all of secondary school	Upgrading Retraining	—On-the-job Training —Part-day, day release —Block Release —Full-time	—a higher skill level —a job or a "better" job —increased income	Counselling Income maintenance Expense Coverage
C Skilled Workers	—Trades —self-employed —corporate employed —Secretarial	usually secondary school completion	Upgrading Updating Retraining	—Part-day, day release —In-house — On-the-job —Block Release	—a higher skill level —currency —a "better" position —an increase in income	Availability of Information Income maintenance Expense Coverage
D Highly Skilled Workers	—Journeyman —self employed —corporate employed —Mid management —Para professional	some post-secondary academic or vocational training or educational	Upgrading Updating Retraining	—Part-day release —Day release —Block release —In-house seminars —Distance Education	—"better" qualification —current —license maintenance —an increase in income —job satisfaction	Availability of Information Income maintenance Expense Coverage
E Highly Qualified Workers	—Professionals —self employed —corporate employed	Post-Secondary completion, possibly graduate work	Updating Upgrading	—Part-day release —Day release —Block release —In-house seminars —Distance Education	—license maintenance —professional competence —income —job satisfaction	Availability of Information Income Maintenance Expense Coverage
F Special Groups	—Youth transition —Retirement transition —Women returning to the workforce —Immigrants —Native people —Language minorities	all levels	Special Group programs, including a focus on maths and science for females and computer literacy	—Continuing Education —Full-time —Seminars —Distance Education	—incorporation into the world of work	Counselling Income Maintenance Expense Coverage Opportunity

Source: Table developed by the Skill Development Leave Task Force, Spring 1983.

HIGHLY QUALIFIED: occupations and professions requiring post-secondary education in universities and colleges
HIGHLY SKILLED: blue collar occupations normally requiring apprenticeship and/or some post-secondary training
LOWER SKILLED OCCUPATIONS: those requiring some vocational or other skill training
Definitions from: Labour Market Development in the 1980s, Chapter 9, Training to Meet Skill Needs, Employment and Immigration Canada, July, 1981, p. 152.

THE LEARNING ENVIRONMENT

2.1 INTRODUCTION

The needs of the changing work environment, new employee groups, and alternate periods and schedules of work and training involvement necessitate a major shift towards a comprehensive lifelong learning strategy. Just as new industrial strategies are required to promote and strengthen industries of the future, so new strategies are required to meet the learning needs of the future.

As the Canadian youth group declines, the inherently less mobile labour force will be faced with the prospect of having to make continuous adjustments. Alternative schedules, a shorter work week and part-time and part-year work may become customary. The shifting demographic composition of the labour force means that older people, women, and native people increasingly need to take on new responsibilities and develop skills in non-traditional areas.

Highly qualified, highly skilled and skilled workers are in increasing demand. At the same time one in five Canadian workers is functionally illiterate and lacking in even the basic skills necessary for further learning.

Flexible training and work/education programs for all workers at all levels and the transferability of skills to developing sectors take on new importance if Canadian growth prospects are not to be reduced by shortages in a wide range of occupations. The far-reaching significance of these shortages includes: insufficient skilled people in occupations critical to sustaining Canadian growth and international competitiveness; the lack of skilled workers for development initiatives; and bottlenecks caused by the lack of key employees with critical occupational skills.

The evolving world of work requires workers capable of resourcefulness and problem solving, rather than rote responses. The Orwellian uniformity machined into the mass synchronization of the present industrial work force behaviour needs to be replaced by flexibility and the capacity to respond to frequent task, product and organization changes.[1]

In the emerging world, people will plan, conceptualize and manage the flow of information. Self-regulating, programed machines increasingly see, hear and control routine production. Traditional understanding of the world of work and learning and our role in it will, and is, changing dramatically. A positive human resource development plan designed to capture new world opportunities and to increase the individual Canadian's ability to interact with, and help fashion change is required.

"There is perhaps no branch of our vast educational system which should more attract within its particular sphere the aid and encouragement of the State than adult education..."

Sir Winston Churchill to the Trades Union Congress

CAAE, "Learning": Vol. III: 4, 1983, Toronto, Ontario, p. 23.

"For peasants to be machined into an industrial work force, they had to be given the rudiments of literacy. They had to be educated, informed, and molded. They had to understand that another way of life was possible. Large numbers of people were needed, therefore, with the capacity to imagine themselves in a new role and setting. Their minds had to be liberated from the proximate present. Thus, just as to some extent it had to democratize communications and politics, industrialism was also forced to democratize the imagination."

Alvin Toffler, *The Third Wave*: William Morrow and Company, N.Y., 1980, p. 362.

"The adaptive individual appears to be able to project himself forward just the "right" distance in time, to examine and evaluate alternative courses of action open to him before the need for final decision, and to make tentative decisions beforehand."

Alvin Toffler, *Future Shock*: Random House, N.Y., 1970, p. 420.

"There is a major difference between letting change happen and directing the changes we want to bring about."

Donald Glendenning and Wayne Mason, "Competency-Based Education and Life Long Learning": Holland College, Charlottetown, P.E.I., March 1983, p. 2, Background Paper 10 prepared for the Skill Development Leave Task Force.

2.2 THE ADULT AS LEARNER

The distinction between education and training is that education is concerned with the individual, whereas training relates to the needs of the organization. Furthermore learning is fundamentally an individual activity and education is the system whereby society organizes and encourages learning.[2]

Learning or skill development, must be self-motivated. It is cumulative, experiential, and is not limited to traditional institutions. The learning environment often including the teacher, involves the individual in active, group learning. If this environment is not 'user-friendly', the learner will be threatened and avoid the learning situation.

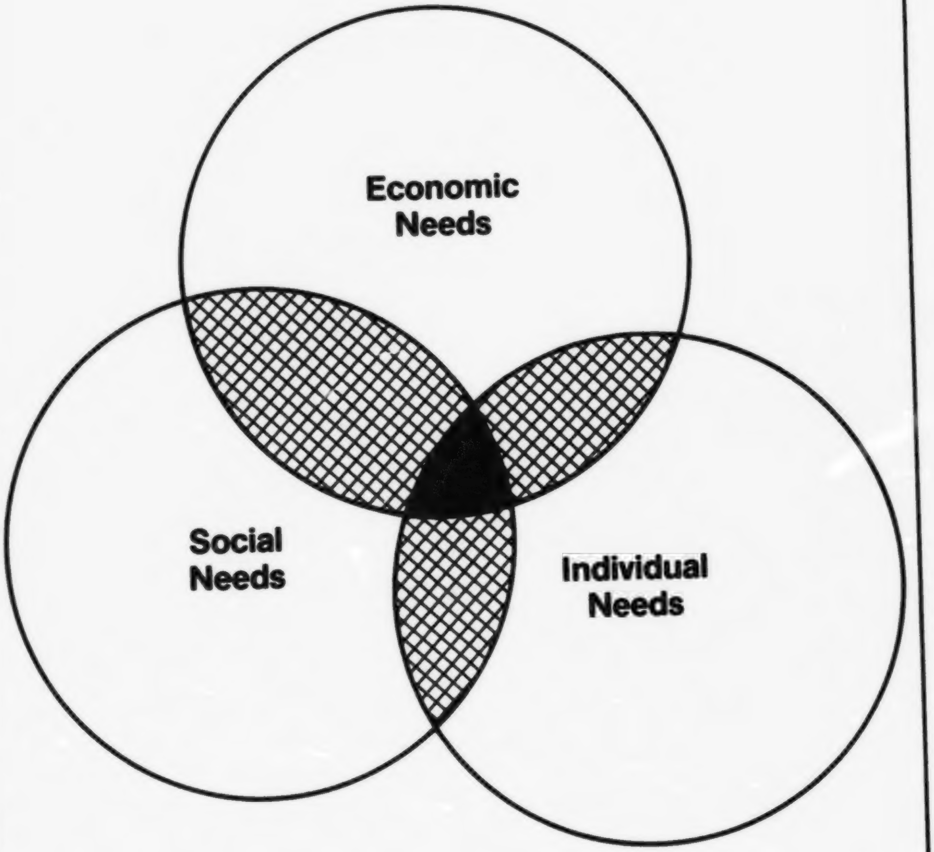
Pivotal principles for establishing a strong adult learning environment include the following:

- *Learners must feel the need to learn.*
  Past learning experiences in a structured setting may often have been less than motivating. The adult learner may need to overcome past aversions to the learning environment, before voluntarily seeking desired knowledge and skills. There must be a learning readiness.
- "In *plans for learning, wherever it is to occur, thought is needed to devise an emotional and physical environment that stimulates and supports learning.*" J. Roby Kidd*
  Rigid lecture style educational settings, characterized by hard chairs, boring recitations, examinations, closed bookstores and lack of respect for the adult learner's experience dampen any ember of learning.
- *The adult learner must see the goals of a learning experience as his or her own.*
  The learning objectives may be negotiated with the employer but the worker must be free to ultimately chart his or her learning course. This freedom to set goals is essential for the individual's growth, given the uniqueness of each individual and his or her own social and physical circumstances.
- *The learner must actively share the responsibility for planning and operating his learning experience.*
  Commitment and co-responsibility are essential for adult learning. The experience of the learner is recognized and both the student and teacher are co-learners. At times the teacher relinquishes his/her role to the learner and the roles are temporarily reversed. In androgogical, as opposed to pedagogical, practice the learning-teaching transaction is mutual.

***A leading Canadian adult educator who was much renowned in world education circles.**

THE LEARNING ENVIRONMENT

The individual Canadian has economic, social and personal needs (white). A portion of each of these need areas can be considered learning needs (hatched). The formal educational system meets only a small portion of these learning needs (black).


Economic Needs
Social Needs
Individual Needs

Economic, Social and Individual Needs □

Lifelong Learning Needs ▨

Formal Educational Needs ■

- *The learner participates actively in the learning process.*
  According to Malcolm Knowles, noted adult educator, the main thrust of modern adult education technology is the invention of techniques for involving adults in the deeper processes of self-diagnosis of their needs for continued learning; in sharing responsibility for designing and carrying out their own learning activities; and in evaluating progress toward their own objectives.

- *The learning process draws on and relates to the experience of the learner.*
  The adult is what he or she has done and not every adult will embark on a new learning endeavour with the same quantity and quality of experience. Practical application, not just theories, concepts and generalizations, is important to adult learning.

- *Visible progress towards his or her learning goals is the responsibility of the learner and the adult educator.*
  Agreed upon evaluative criteria and/or standards need monitoring. Individual learning goals and the definition of desired outcomes must be clearly established and mutually agreed upon in the beginning. Failure is a shared responsibility. Maximum results are only attainable through the active, committed involvement of the adult learner with his or her learning environment.[3]

2.3 LIFELONG LEARNING

According to J. Roby Kidd, our first problem as Canadians is to survive, not just the fittest, but all of us. Survival requires that countries of the world learn to live together in social harmony. Learn is the operative word. Nothing less will suffice. People and governments will have to accept adult education as normal and necessary for a dynamic social balance.

The searing experiences of the Great Depression and World War II, and the technical and social upheaval which followed those periods, led to a new phase of thinking about the necessity for lifelong learning.

The first real national rallying in support of the education and training of working Canadians was the Department of Veterans Affairs support for returning veterans after the Second World War. The social contribution of these Canadians to the protection of freedom was recognized and rather than massive post-war unemployment there was major education and training. The resulting economic contribution of this group to Canadian society has been substantial. Questions raised by examining this successful model and extrapolating to new arrangements include:

Training and Education Responsibility Model

The category, skilled secretarial worker will be used to illustrate recurrent training and education skill requirements

Skill Type	Description	Responsibility	Example of Skill Level as applied in Word Processing
I ENTRY LEVEL	basic labour force entry level education and training, general skills	—Formal education training, and apprenticeship systems —the Individual and Society	eg. Spelling Grammar Keyboarding General Education
	dislocated worker	the Employer	
II GENERIC LEVEL	a whole group of skills, many transferable	—Formal education and training system —the Employer —the Employee, incl. the Union where present —Society	eg. Word Processing Operator
III SPECIFIC SYSTEMS OPERATION	a whole group of skills, applied to a specific task	—the Employer —the Employee, incl. the Union where present —the Vendor	eg. Operating a specific Word Processor such as AES Plus
IV JOB SPECIFIC	highly specialized, frequently non-transferable skills	—the Employer —the Employee, incl. the Union where present —the Vendor	Using AES writer to transmit typesetting codes to vendors

Adapted from Peloquin, Jerome, ***Retraining America: When All Else Fails, Try a Rational Approach***, Training, The Magazine of Human Resource Development, Lakewood Publications, Minneapolis, Minn., May, 1983.

- Is the transitional pain of major social and economic change lessened by the active involvement of adult workers in learning?
- Does the economic benefit of education and training initiatives outweigh the social costs of inaction?
- Are there groups, not currently in the work force, whose social contribution should additionally be recognized for training and education sponsorship? (e.g. parents returning to the labour force after raising children).

Lifelong learning entails a cradle to grave involvement of the individual in interacting with his or her learning and working environment. It implies a growth of all skills and a cumulative inter-weaving of knowledge and experience. This learning is not packaged and does not cease when the individual completes his/her legal school attendance requirements.

2.4 LIFELONG EDUCATION

In response to the individual's lifelong learning needs, lifelong education evolves. This education is both formal and informal. According to Paul Lengrand in a book written for the United Nations Education, Scientific, and Culture Organization (UNESCO)[4] the principles of lifelong education include:

- the need to assure continuity of education in such a manner as to prevent the wearing away of current knowledge;
- the adaptation of programs and methods to meet the particular and original objectives of each community;
- the molding of human beings, at every level of education towards a kind of life in which evolution, change and transformation can find a place; and
- a large scale marshalling and use of all means of training and education, going beyond the traditional definitions and institutional limits imposed upon education and the establishment of close links between various forms of action and the objectives of education.

Within this broad distinction of lifelong education, training promoted by employers is clearly part of the educational system.

Some adult working Canadians have the necessary levels of skills needed for human communication and social integration when they enter the labour force, others do not. At a time when Canadians are more highly educated than ever before, 21.9 percent of the population lacks enough education "to function in our word-oriented society".[5] This *entry level* skills mosaic needs to be further developed throughout working life, at the *entry*, *generic*, *specific systems*, *or job specific levels*, in response to the restructuring of the workplace and the necessary acquisition of new and replacement skills.

"65. Governments must encourage a continuing educational system which individuals can enter and leave throughout their lives. This should facilitate retraining and upgrading as well as late entry into training programs. They should remove all barriers which discourage mature students from returning to school and completing training or retraining programs."

> *Work for Tomorrow: Employment Opportunities in the '80s*, Task Force on Employment Opportunities for the '80s, House of Commons, Ottawa, Canada, p. 86.

"I hope the government decides to stop leaving budget decisions to the last moment, so the universities can plan over the larger run. A number of my colleagues have been on one-year (8 month) appointments for 5 years or more. This is a very sad way to treat highly talented, highly competent individuals — the indecision which results — the uncertainty of a future past 8 months, the constant looking for jobs, is very demanding and wasteful. I try to ignore it, but can't entirely, since after all, I do have to look for work continuously."

> Quotation from a letter written by a university lecturer to the Skill Development Leave Task Force.

Canadian University Degrees by Discipline and Level

	Bachelors		Masters		Ph.D.	
	1970	1981	1970	1981	1970	1981
Business, Management Commerce	4.9	11.5	14.7	16.1	1.1	1.7
Education	20.3	20.2	14.7	20.7	5.7	7.3
Fine and Applied Arts	1.4	3.1	0.8	1.4	0.2	0.6
Humanities	15.8	9.7	20.0	15.8	11.2	13.2
Social Sciences	18.5	20.8	18.5	21.3	11.0	22.9
Agriculture and Biol. Sciences	5.4	7.4	5.8	4.9	17.1	12.3
Engineering, Applied Sciences	6.8	8.0	11.7	9.3	13.7	12.3
Health Professions	5.7	6.6	3.4	3.6	6.9	9.0
Math. and Physical Sciences	6.0	5.1	10.5	6.9	33.1	20.7
General	15.2	7.6	—	—	—	—
Total Number	60,523	84,590	8,461	12,260	1,375	1,785

Note: 1981 degrees awarded estimates are preliminary

The source of the information for this table is the Ministry of State for Science and Technology, University Branch, February 1, 1982.

2.5 LABOUR FORCE READINESS

How efficient have the Training and Work/Education Systems been in meeting skill needs and in satisfying equity objectives?

2.5.1 Meeting Skill Needs

The highly qualified labour force necessary to develop a viable economic position requires provisions for the overwhelming majority of Canadians, who do not go on to post-secondary institutions, to continue to learn at various stages throughout their lives.

A major challenge facing Canadian society in the coming decades is that of re-skilling the labour force. Some analysts have suggested that as much as 40 percent of Canada's work force will need retraining, or upgrading, over the next few years, and by 1990 this group plus another 20 percent of the labour force will need to be trained all over again.[6] It is necessary to work quickly to expand opportunities and to remove barriers to the participation of adults in education, training, retraining and upgrading.

According to the Labour Market Development in the 1980s Task Force in 1981, even at 7 percent to 8 percent unemployment rates, it is estimated that in Canada at least 15,000 new post-secondary graduates per year, may not have jobs. This represents over ten percent of the graduating class and is probably a major understatement in the current employment climate. While they make up only about one percent of the unemployed, they should be taking an important part in shaping Canada's future. Graduates in Education and General Arts and Sciences are often either unemployed or underemployed. At the same time, shortages are expected in certain areas in the applied sciences. Not enough graduates in bottleneck areas is one reason why inflationary pressures increase, output is reduced and investments that might otherwise have been made or kept in Canada, go elsewhere and jobs go with them.

Adjustment across program areas is necessary in the colleges and universities. While significant change has occurred in the Business/Management enrolments in recent years the changes in the Engineering and Computer Science areas have not been major, and indeed, had until very recently decreased at the graduate level. The adjustment in highly technical fields requires a restructuring of plant, equipment and facilities in order to accommodate increased student enrolment. Adjustment in the business and management enrolment simply reflects an increase in class size. People with the managerial skills necessary to co-ordinate the processes enhanced by new technology, and the activities of new kinds of workers, are insufficient. Professional managers are required.

Percent Full-Time Graduate Foreign Students by Field of Study 1972-73 — 1978-79

Field of Study	1972-1973 %	1973-1974 %	1974-1975 %	1975-1976 %	1976- 1977 %	1977-1978 %	1978-1979 %
Education	5.5	4.0	5.9	5.7	8.1	9.6	10.0
Humanities and Fine Arts	9.2	5.7	10.0	10.6	11.5	12.8	12.1
Social Sciences[1]	8.2	7.9	9.5	12.0	13.9	15.1	10.9
Agri. & Biol. Sc.[2]	10.0	11.7	10.5	16.3	17.6	18.9	17.9
Eng. & Applied Sciences	16.5	15.3	18.8	22.1	22.0	27.6	30.3
Math & Physical Sciences	10.5	10.1	12.0	17.1	21.5	25.3	28.0
Health	6.1	4.6	5.8	7.5	8.8	11.4	11.0

[1] Includes law and commerce.

[2] Includes forestry.

"Recent Trends in Degrees Awarded & Enrolments at Canadian Universities": Ministry of State for Science and Technology, Ottawa, 1981, p. 13.

In the long term, unless adjustments are made, the need for highly qualified manpower will greatly outpace the supply. Major university teacher shortfalls are already occurring in key areas. These shortages are met either by limiting enrolments, or by employing less qualified instructors to the detriment of the quality of the education provided.

The requirement for faculty in the high demand areas will be exacerbated by the pull for these highly qualified professionals from the research sector. "At present, 10 percent of Canadian researchers are over 60 years old; 28 percent are over 55 years old and 43 percent are over 50 years old."[7] Additionally, a significant percentage of students are visa students who are required to return to their native countries upon graduation.

The Ministry of State for Science and Technology (MOSST) projects a need for 8,000 PhDs in Engineering and Physical Science by 1985. The supply is expected to be less than 4,000.

The National Training Act

The introduction of the new National Training Act, Bill C-115, is seen by many as a pivotal point in setting a national policy to anticipate and overcome future skill shortages. Some are not convinced. The National Training Program has a phased implementation schedule over a five year period. It is hoped that time for the National Training Program to take effect, coupled with new Skill Development Leave initiatives, will firmly set in place a new Canadian education and training direction.

The emphasis of the National Training Program on developing the most natural Canadian resource, the human resource, centres on three main components: the Industrial Training Program, the Institutional Training Program and the Skills Growth Fund.

Industrial training under the new legislation will be expanded and refocused. Training for critical trade skills in national occupations will be quickly increased to include the training of an additional number of highly skilled workers.

Federally funded *institutional skill training* will be more closely tied to regional and national demand areas and the middle and higher skill levels will be emphasized. This refocusing is to ensure that the skills required for growth are available.

The Skills Growth Fund, a one time 'thrust' financing, is expected to accelerate skill development in national occupations.[8] Administered with close provincial co-operation, it will assist with the capital costs and initial operating costs of the necessary facilities. The fund will establish, expand or convert and re-equip existing training facilities for national occupations.[9] One component of the Skills Growth Fund that has not yet effectively been tapped is that of curriculum development.

"In 1980-81 of those who entered a full time program supported by CEIC, 88% were either unemployed or not in the labour force prior to starting the program. Over 50% of industrial trainees also were not employed prior to training."

R.J. Adams, "Skill Development for Working Canadians — Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, p. 23. Background Paper 2 prepared for the Skill Development Leave Task Force.

Graduate Degrees Awarded to Females in Career-Oriented Fields

Field of Study	1972	1977
Health	136	274
Engineering[1]	29	39
Education	482	1,053
Law	6	16
Commerce	31	267
Veterinary Medicine	—	6
Computer Science	15	26
Social Work	312	250
TOTAL	1,011	1,931

Note: 1 — Includes Architecture.

"Recent Trends in Degrees Awarded and Enrolments at Canadian Universities": Ministry of State for Science and Technology, Ottawa, 1981, p. 68.

The development of the Canadian Occupational Projection System (COPS) is seen as a first step in overcoming skill shortages. COPS is hoped to be an improved system of projections for future occupational imbalances. Since it takes time to arrange for increased training, and two or three years lead time for training is required in many occupations, a medium to long-term projection system is necessary. In order to make these general projections, not only recent quantitative data and projections, but also judgement, consultation at every stage and other qualitative information will be required. Output of this system will take the form of projections of skill imbalance over a three to ten year horizon for those occupations requiring significant amounts of training.

The concentrated thrust, on the priority of developing skills critical to economic growth, has in the short term left several gaps in a comprehensive education and training direction.

Recent shifts towards specific skill training and away from the bridging and basic upgrading programs, have left a gap in the area of adult basic education and training needs.[10] In addition, the National Training Program has little influence on the development of qualified university graduates.

In the past, Federal Training Programs have had an emphasis on providing opportunities for unemployed workers and the employment disadvantaged, rather than on the retraining or upgrading of employed workers.

The National Training Program, complemented by a major Skill Development Leave initiative, should put in place a strong education and training response to change for both working and non-working Canadians.

2.5.2 Satisfying Access and Equity Objectives

People need to develop a solid foundation in literacy; familiarity with numbers and scientific principles; and an analytical ability and communications skills; creating a base which permits them to adapt quickly and absorb the new, industrial skills that will be required. This direction is confirmed when experts describe the kinds of skills that will be needed, for example, by office workers in the "Information Society"; the ability to conceptualize, integrate, apply logical direction to processes, and communicate.[11]

A significant number (4 million) of adult Canadians require upgrading to even basic levels of literacy and numeracy. People will need to become involved in the process of researching, designing, developing, producing, implementing, marketing, servicing, and using microelectronics applications. A major re-education task to provide required levels of technological understanding, knowledge and skills must be faced. Women and young girls in our society, because of traditional norms, have not been encouraged to pursue the development of the mathematics and science skills, necessary for full participation in the emerging world.[12]

"Most industries have some involvement with post-secondary institutions; however, they express a general dissatisfaction with the degree of relevance to industry needs embodied in college and university curricula."

> Edward B. Harvey, "Barriers to Employer Sponsored Training in Ontario": Ontario Ministry of Colleges and Universities, Toronto, 1980.

"A major problem in determining the exact magnitude of employers' growing investment in education and training is lack of uniformity in allocating costs, and in defining the terms used to report them. Willingness to release such information varies as well. These factors reflect the diversity of organizational structures, methods, and policies. Estimates of annual employer expenditures for employee education and training vary widely, ranging from a low of $2 billion (Lusterman, 1977) to a high of $100 billion (Gilbert, 1976). It is no wonder that the term "shadow education system" has been used to describe employer involvement in education and training."

> Robert L. Craig and Christine J. Evers, "Employers as Educators — The Shadow Education System": American Society for Training and Development, 1983.

"Our $30 billion estimate, which approximates half of the estimated $65 billion spent in 1980 traditional higher education, includes expenditures for in-house (employer-provided) education and training-instructors' salaries, hardware and software, training facilities; research, design, planning, administration, and evaluation of the training/development function; tuition assistance for employees; seminars and workshops; consultant services, related travel, and living expenses; correspondence courses and other forms of self-study media; plus indirect costs of overhead allocation. It does not include the costs of wages and salaries to those being trained."

> Robert L. Craig and Christine J. Evers, "Employers as Educators — The Shadow Education System": American Society for Training and Development, 1983.

"The problem of retraining takes on ominous dimensions. 'Estimates of job loss in blue-collar jobs range as high as 30% over the next 25 years', one business journalist wrote in 1981. The polarization of factory jobs could arise in part from the fact that top managers could probably adjust to necessary changes brought about by the technology, while the lowest-level workers would not need to. Middle-level workers would have the greatest difficulty in adapting their skills."

> Lynn Salerno, "Catching up with the Computer Revolution": Harvard Business Review, November-December, 1981, pp. 10-12.

2.5.3 The Providers of Adult Education

Opportunities for adult education are varied and widespread. The list of both formal and informal programs is extensive and at present constitutes a decentralized but substantial network. Unfortunately, the strength embodied in the range, diversity and numbers of suppliers is also its weakness. The parochial and decentralized nature of most formal educational services, while often responding in an effective way to local needs, is fraught with fragmentation, duplication, omissions and waste.

Learning and the Workplace

Some employers have, often out of necessity, assumed an employee educator responsibility as a direct cost of doing business. The scope of employer education now goes much further than in the past, in order to:

- compensate for the perceived inadequacies of traditional entry level education;
- cope with social and economic change in the workplace;
- proactively respond to threats of skill obsolescence;
- comply with labour agreements and arrangements;
- prepare employees for changing responsibility and control their development;
- maintain a leading-edge, competitive position;
- facilitate cost effective, efficient employee involvement in education and training;
- provide effective trainers and facilitators;
- fill a gap in the educational service market; and
- link education and training resources with other enterprise groups, educational providers and governments.

Educational Institutions Must Respond to the Needs of Adult Learners

To serve the country and to survive the impact of change, a major shift towards a comprehensive lifelong learning strategy is necessary within the formal educational setting.

The demographic impact of declining post-secondary enrolments will be great. Empty classrooms are now commonplace at the elementary and secondary school levels. Plant, equipment and facilities stand idle, and teachers are unemployed at a time when a major portion of the Canadian population requires educational services. Training of adults is becoming a growth industry, at the same time as some publicly supported educational institutions are wilting away.

"At the present time, in spite of the institutionalization of adult education, it still remains marginal in the Quebec educational system. There is little or no recognition of the adult's non-scholastic achievements, pedagogical approaches are not adapted to reality, administrative and technical services are not easily accessible . . . In other words, the adult is expected to adapt himself to the school environment, rather than the other way around."

Adapted: Michèle Jean, et al., Learning: a voluntary and responsible action: (CEFA), Government of Quebec, Montreal, 1982, p. 168.

"At the same time we know that all adults do not have the same opportunities to utilize the courses given in adult education. There are important hindrances, such as: the lack of motivating social background, low self-respect due to weak educational background and/or bad results in early schooling, poor finances, heavy family obligations, and of course, the individual's ability for learning plays an important role. A lot of adults have also found the education available to be incompatible with their situation and interests."

A. Dalin, "The Norwegian Adult Education Act A Step Towards Recurrent Education", Recurrent Education in Western Europe, 1981, p. 230.

"Instead of spending the billions of gilders involved for *negative* reasons, i.e. expelling people from their working environment or forcing young people to remain at school while the majority would prefer to do something else before eventually returning to the educational system, we propose that this same amount of money should be used for *positive* reasons.

Our approach creates a new form of income maintenance for periods of inactivity. The difference is that involuntary inactivity for some (normally the weaker groups of society) is replaced by periods of voluntary non-working for all."

Louis Emmerij, *Paid Educational Leave with Particular Emphasis on its Financial Aspects*, OECD: Paris, 1982, [illegible]7.

In addition, employers, employees, trade unions and governments are investing in training and education for all levels of skills for effective participation in work and life. Learning requires new educational approaches. Flexibility, co-operation, and adaptability are key to effective involvement in these new learning arrangements.

Adult learning needs must be recognized and barriers to adult participation eliminated. The fundamental building block of a labour force, sufficiently skilled to meet the demands of technological competitiveness is a population with adequate levels of functional literacy and numeracy. Moreover, in the context of issues of retraining and recurrent education, the fact that less-educated adults are less likely to participate in further training, means that attention to adult basic education will be an essential first step.

A review of barriers to adult learning reveals that situational barriers, those related to a person's circumstances, predominate. A lack of time is a major barrier for working adults, particularly for those who have primary family responsibilities. Cost is another inhibiting barrier, and this can include the cost represented by loss of income and proportionately lower student assistance or allowances during full-time study, as well as tuition, travel, child care and other related costs incurred in either full-time or part-time study.

Occupational status bears a strong relation to whether a worker has access to opportunities for study and training. Researchers have noted that the unskilled and the semi-skilled workers, and workers in line operations or in clerical support positions have the least opportunities for upgrading and retraining. This issue is significant because these are the workers whose jobs are most vulnerable to technological change, and who simultaneously are most likely to suffer disadvantages already in terms of educational level and income.

Entrance requirements based on formal accreditation, as defined by the education system, serve to prevent the educationally disadvantaged from gaining entry to further education, so that a 'Catch-22' is created. Such people are likely to be discouraged from undertaking any formal training. In these cases, barriers of cost, time, and credential requirements interact further with dispositional barriers, people's own belief in whether they will benefit from training, and their self-confidence in their own learning ability.

While opportunities do exist for working Canadians to upgrade and retrain, they need to be expanded considerably, and a number of barriers need to be eliminated if Canada's learning environment is to permit the flourishing of adult education and recurrent education.

As the baby boom generation marches its way to retirement, new attitudes, skills and abilities will be necessary as an active response to the changing nature of work and employment. At present nearly twenty percent of full-time university undergraduate students are over the age of twenty and predominantly in their forties.[13]

CANADA
Students Enrolled Part-Time in Universities, Community Colleges, Credit and Non-Credit

1977-1978		1976-1977			
School Boards		Community Colleges		Universities	
Credit	Non-credit	Credit	Non-credit	Credit	Non-credit
103,868	601,142	131,922	325,951	347,369	218,281

Adapted from David Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Toronto, Ontario, February, 1983, pp. 20 and 23, Background Paper 11 prepared for the Skill Development Leave Task Force.

"While the desirability of professional continuing education is generally accepted, there is not universal agreement that it should be mandatory."

K.E. Glancy, "Record and Data Systems in Support of a Canadian Skill Development Leave Program": Council on the Continuing Education Unit, Columbia, Maryland, USA, March 1983, p. 7, Background Paper 23 prepared for the Skill Development Leave Task Force.

The Continuing Education Unit is a measure of time spent in an approved, learning situation. These units are maintained in central data banks by the education providers. They are used as a record of involvement in professional and continuing education. This record may be required for professional relicensure; for recording progress in certificate programs; and as a record of participation for individual purposes. One CEU is awarded for every ten hours spent in education and training.

One may estimate very roughly that about 80 to 90 percent of secondary school leavers, 35 to 40 percent of university graduates and perhaps 20 to 25 percent of college graduates leave school and enter jobs for which they have little or no training.[14] These people are prime candidates for educational leave. They will need leave in order to secure the training necessary to perform in their jobs at a high level of efficiency and effectiveness, and in order to acquire the skills necessary to advance to jobs more demanding than those they entered initially after leaving school.

Working adults are creating their own learning opportunities often against unthinkable odds. Over the 1974 to 1979 period, part-time degree enrolments increased to the extent that Statistics Canada's recent study refers to part-time students as 'Tomorrow's Majority'.[15] Most noteworthy is the fact that the increasing numbers of part-time students are not only due to demographic trends, but also the result of a steadily rising participation rate within those demographic trends.

Canada is losing the contribution of many well motivated citizens who, through obsolete skills and unfortunate circumstances, are or will be displaced. If these workers are to become productively re-employed, jobs will have to become available. Handling those jobs will require training, educational counselling, programs, time, and financial assistance.

Continuing education is now being mandated for relicensure in a number of professions (e.g. accounting, medical and pharmacists professions). Although mandatory professional continuing education is not yet a solid requirement in Canada, groups such as the Ordre des ingénieurs de Québec, are organizing approved continuing education activities, in co-operation with universities, for their members. The Continuing Education Unit (CEU) is being used in some instances to record participation in recurrent, non-credit, professional continuing education activities.

Recent changes in the Canada Student Assistance Act extended financing to needy part-time students. However, this expansion does not yet effectively meet the financial and leave needs of adult working Canadians. Although the individual takes responsibility for many of his own needs, other forms of assistance must be developed.

"Politicians, parties and governments will not be able to avoid much longer taking political stands, and that means nation-wide, and not simply province-orientated positions. They need to give Canadian answers to Canadian problems. *Without political leadership and responsibility — and after all neither of these is forbidden under the BNA Act — a severe backlash against future educational development in Canada may be unavoidable.*"

Reviews of National Policies for Education: Canada. **OECD, Paris, 1976, pp. 102-103.**

Where Students Take Courses 1981-82

Community Colleges	34%
Universities	22%
Public/High Schools	11%
At Work	7%
Informal Groups	4%
Other (includes: libraries, churches, and voluntary organizations)	22%

Canadian Association of Adult Education and l'Institut canadien d'éducation des adultes, *From the Adult's Point of View:* Toronto and Montreal, October, 1982, p. 21.

2.6 A FEDERAL ROLE IN SUPPORT OF LEARNING

Effective response to the changing work environment in Canada requires modification of the federal government role and the development of policies: to overcome skill shortages; to accelerate economic growth and development; to facilitate industrial adjustment; to promote access, equity and mobility; and to encourage a work/education system capable of quick response to a rapidly changing Canadian environment. A number of these areas have been addressed in the National Training Program and others are being examined within this report and also within the context of a comprehensive human resource development strategy.

In '*From the Adult's Point of View*', the Canadian Association of Adult Education and the Institut canadien d'éducation des adultes state that of the federal educational expenditure, which had reached $5.7 billion by 1981, more than $5 billion had been spent on adults beyond the compulsory school leaving age.

Responsibility for framing and administering work/education objectives, policies, programs and resources is divided among federal, provincial and local levels of government; depending on constitutional and historical factors, fiscal and administrative capacities, and philosophical values.

Recently, the lack of a coherent set of inter-governmental relationships in work/education, and co-operation for the collective good of all Canadians, has promoted a call for a more formal partnership for achieving common goals. Such a partnership while recognizing the historical role of each of the players requires federal leadership for national priorities, foremost of which is economic growth in a highly competitive, rapidly changing international climate.

Against the current backdrop, new work/education policies and programs, as part of a comprehensive national human resource development strategy are necessary.

2.7 THE SHARE OF THE PIE

Public educational and training institutions are now primarily catering to pre-employment educational needs of the young. The recent influx of adult continuing education students has raised the challenge of adjusting to the new clientele groups. For a number of reasons it has been difficult for the educational institutions to react quickly to changing labour market and social conditions.

"The last big private fund drive at University of Toronto was the Update Campaign of 1976-81, which raised $37 million. Smith* contends that there should not be major fund drives every five to ten years; there should be a continuing fund drive both from the alumni and from the private sector, business and individual.

Part of Smith's special conviction on these matters may just have something to do with the fact that he is an active alumnus of Princeton. Princeton, with its $1 billion-plus endowment, of course, is the exception to most rules. Yet, however unrealistic to draw comparisons, University of Toronto comes up deficient in key funding areas even when compared with American state universities, the spectre remains."

*Jean Edward Smith is the chairman of the Academic Affairs Committee of Governing Council, University of Toronto.

John Lownsbroug, *Balancing the Books: The Financial Post Magazine, Volume 14, Number 5, May 1983.*

"Ham's* enthusiasm for the institution is coupled with exasperation when the topic of government funding is raised. He speaks of the need to 'come up with a new balance' in terms of financial support. One alternative would be to raise tuition fees. In the '50s, fees accounted for 30 percent of the university's income; today they account for half that amount. Ham suggests the figure should be in the range of 25 percent. The provincial government, however, which has the controlling say in the matter, has limited fee increases for 1983-84 to five percent."

*James Ham was the President of the University of Toronto.

ibid., John Lownsbrough.

CANADA
Part-Time Undergraduate (Bachelor and First Professional Degree) Enrolment by Program of Study and Sex, 1979

Program of Study	Males %	Females %	Both %
Arts & Science	57.9	66.4	63.1
Commerce & Business	20.2	7.2	12.3
Education	15.3	21.9	19.3
Engineering	4.8	0.3	2.0
Health Professions	0.5	2.9	2.0
Other	1.3	1.3	1.3
Total	100.0	100.0	100.0

Adapted from R. Bélanger, D. Lynd, and M. Mouelhi, "Part-Time Degree Students: Tomorrow's Majority": Statistics Canada, No. 81-573, Ottawa, 1982, p. 53.

Some of the constraints which inhibit flexibility and the ease of response to changing conditions are:

- a rigid, internal focus of the University;
- a lack of sufficient attention to Continuing Education as a means of meeting changing needs and as a relatively untapped funding source;
- a need to recognize and incorporate new technology;
- uncertainty about long-term financing and the allocation of funds;
- aging plants and facilities;
- as an outgrowth of student market demands, high pupil/teacher ratios in demand areas and also an overloading of space, equipment and facilities;
- a lack of industrial input and co-operation;
- insufficient understanding of available grants and of manpower projections;
- insufficient experience with university development for alumni and private funds; and
- a lack of women in non-traditional studies.

Changing needs require a revitalization of the education and training systems if Canada is to maintain a full economic position in the global market place.

2.8 INNOVATIVE ADJUSTMENT MECHANISMS

Although the general pace of accommodation of the adult learner in educational settings has been extremely slow, a number of innovative adjustment mechanisms are being tested.

Transferability and Portability of Credentials

A student who has completed three years of study in a four year educational program, does not have a formal credential. If this student moves to another province and wishes to complete his or her studies, it is often necessary to start over near the beginning. Not only is the human loss enormous but so is the public funding wasted, when students are not able to readily transfer credit between and among Canadian educational institutions, and provinces.

On the other hand, inter-provincial standards; modular recognition; competency based testing; credit for previous learning and experience; self-paced, career accelerated programs; and the recording of learning involvement through the use of the time based, non-credit, Continuing Education Unit (CEU) are being used in a limited way.

"The six hundredth student is among those now finishing the fifth United Auto Workers' Paid Education Leave (PEL) one-month residential course in Canada this spring. The CLC's call for PEL and the example of many European unions, have encouraged the UAW to mount this program.

PEL has been a collective bargaining priority of the Canadian Region of UAW since 1977. The first course was held in the fall of 1978. Today 86 percent of the unions' membership in Canada is covered.

Following a policy decision of UAW's Canadian Council, UAW staff makes sure that PEL is on every bargaining table. This vigorous approach, begun by former Director Dennis McDermott and now applied by his successor Bob White (also a CLC general vice-president), has been unique in UAW bargaining, first of all as a distinct Canadian initiative. In addition, this pattern clause was negotiated first, not as usual in the 'Big 3' auto plants or a major agricultural implement company, but in the smaller parts plants of Rockwell (in Ontario) and Bendix-Aviation Electric (in Quebec).

The program is held in five stages. First there is a preparatory weekend, aimed at re-awakening interest in learning and in the use of democratic, participatory learning methods. As an additional incentive to feeling that they have a stake in the program, students are not paid any lost time for the weekend. The main body of the course consists of four one week levels. Each level is separated from the next one by two or three weeks at home. That reduces tensions at home and often in the union as well. It also gives the student a chance to do some assignments in advance of each session.

Level I concentrates on "Our Labour Movement". It includes sections on our union roots and on the functions and structure of the UAW as well as of the local, provincial and Canadian labour movement today. Level II deals with "Communications and Action". Level III (the toughest one for most participants) takes up "Practical Economics for Trade Unionists", dealing with the worker's family, the shop, the company, the industry and the national economy. Level IV, on "Labour and Society" takes up legislative and political action for social progress, going beyond the bargaining table, in advancing the interests of working people in these difficult times.

The entire program aims at encouraging more active and effective participation in union life, at the work place and in the community.

The courses are held in English at the UAW's education centre at Port Elgin on Lake Huron and in French currently at the Laval University's forestry centre in the Fôret Montmorency, north of Quebec City.

Counselling and the Availability of Information

A lack of pertinent information on which to base individual learning decision-making often exacerbates the bewilderment of the willing adult learner and widens the gap between those Canadians with access to learning opportunities and those without. Information overload is now troubling everybody and Canadians who were at one time able to make their way through the information maze, now are joining the enlarged group of citizens in need of sound information and good counselling support.

Learning-support and life-planning centres are emerging, especially for women and native people. These centres are often the hubs of information, counselling, support and external contact networks. Instead of the one-stop, one-time, take-out, half-hour counselling room service, they provide on-going linkages throughout life. The British Columbia Women's Centre is a successful example of such a life-planning centre. Unemployed workers' centres, sponsored by unions and other community groups, are also developing in a number of areas.

A revamped Employment and Immigration Commission Choices network of computerized guidance information, expanded and inter-woven with effective counselling and support systems, has the potential to serve this need. However, it must be stressed that a machine-like, threatening, or unconcerned bureaucratic approach will not work. A warm, welcoming and helpful environment is required.

In Trade Union education, union departments, labour councils and individual education stewards, counsel, facilitate and support the involvement of fellow workers in labour and other education. Studies show that many people equate learning with formal education and schooling. Lack of success in school often leads to lack of willingness to participate in later life. Non-threatening learning in a friendly environment may provide a bridge to new individual motivations to learn. Some of the United Auto Workers education programs include not only the worker but his or her family, and studies additionally embrace such areas as basic household economics. The learning involvement of many of these people is supported by a one cent an hour contribution to a paid educational leave fund, while others are supported from union dues. While the UAW is currently the only union with a year-round education centre in Canada, many others have worked out programs based on their own needs and possibilities. One of the most active fields of union education is staff training, in which several public and private sector unions (including the Public Service Alliance and the United Steelworkers, among others) have been leaders.

Frontier College and voluntary tutoring programs have shown that with limited resources and the commitment of 'Canadian to help Canadian', much wider learner literacy and numeracy is possible. With one in five Canadians needing this helping hand a national mobilization of assistance is required.

Bargaining Mechanism

UAW locals in most cases have bargained a clause requiring payment by the employer of one cent per compensated hour for every worker in the bargaining unit throughout the year to the UAW's PEL fund, from which lost time, room and board, travel expenses and course delivery expenses are paid. In a few companies, different arrangements are made.

The participants are chosen by a selection committee in their own bargaining unit. Thus far, the selections have worked out rather well, with most of the few drop-outs due to unavoidable causes. An exception was the need to overcome some male chauvinism in the early selections; some unpleasantness had to be met head on, and it was.

Help in orientation and improvement of the program has come from many sources, of which two are most important. One is the constant flow of evaluation, 408 both formal and informal, from students and discussion leaders. The other is at special PEL conferences, bringing together local and plant leaders, education activists and a number of former students.

In both Port Elgin and Quebec, the two international representatives charged with the administrative and program work (Len Hope and Daniel Benedict*) are gradually incorporating a growing pool of other staff representatives and union specialists and of local union discussion leaders in the PEL delivery system. Special teacher-training courses, with the help of Director Bob White and Education Director Gordon Wilson, helped bring some 30 instructors into the expanding program on a part-time basis.

*Benedict has since retired and been replaced by Yves Bellefeuille as International Representative of the United Auto Workers

D. Benedict, "Education For Social Progress – The UAW-PEL," Canadian Labour, March 1981

The number of adults with less than Grade 9 education is over four million.

1981 Census Data, Statistics Canada

> "The application of the concept of lifelong learning could and should move public educational systems, particularly colleges and universities, to a much more open system of entry and exit, much more acknowledgement of the value of part-time study and much more public support, through various mechanisms, for part-time students of all types. The observation is often made that public educational institutions are aloof from the major society. However, this is a rapidly changing perception, particularly about the Canadian community colleges. The network of interaction between colleges and their communities is a phenomenon which, to date, has had little serious study and the scope of which is not well understood throughout the society."
>
> B.E. Curtis, "The Role of Educational Institutions" UNESCO Symposium, Learning in Society, Ottawa, May 25-27, 1983

Linkages Between Work and Learning

The rapid advent of new technologies and the restructuring of the world of work calls for an inter-weaving of work, learning and life. An internal focus that keeps the university away from the community is not functional. State-of-the-art equipment and knowledge are now often in the workplace and not in the formal educational setting. Increasingly co-operative arrangements between business, labour and educational enterprises are required.

The co-operative model of alternative work and education modules is extremely successful from the point of view of all involved parties. The student spends, for example, four months in the formal educational setting and four months in the industrial setting, alternating until he or she completes the degree or certificate requirements. Although this model was originally set up in the applied science area, it has been expanded to include other program areas and new design innovations. Ryerson Polytechnical Institute has recently tested a career accelerated learning model, which enables teachers with redundant skills to receive credit for their previous degree learning and to develop their abilities in the computer science area in an accelerated and linked with industry fashion. Co-operative and graduate co-operative programs, apprenticeships and career accelerated learning models, provide the individual with the opportunity to test future work involvements while simultaneously financially supporting his or her own studies. They allow the employer to test the potential for that individual within that particular enterprise and the educational institution to be financially viable while at the same time responding to the learning needs of Canadians.

Industrial Research Parks are being established adjacent to college and university campuses. The application of academic research, sharing of state-of-the-art equipment, faculty and employee inter-changes, and work and learning linkages are occurring. In most of these arrangements, either formal or informal, paid time-off facilitates the flow between the pure and applied environments.

Sector industrial training consortia, supported by delivery linkages to local educational institutions are an increasingly common response to the changing needs of industry. Recently a high-tech learning consortium was established in the Ottawa-Carleton area. The company with the most experience in a defined area assumes a lead educator role for the other companies. The group is linked to the University of Ottawa, and short-term courses and full graduate degree programs are being offered on-company-site, utilizing advanced audio-visual technology, at hours convenient to the workers.

"The continuing education credit for each package ranges from 12 to 36 hours. These credits can then be applied against the Society's recommended 40 hours of professional development per year."

RIA Digest, (The Society of Management Accountants of Canada, May 1983).

"Whether it is correct to say the Japanese schools are the key to their productivity performance, few can doubt that the schools play an important role... With one of the highest rates of productivity growth in the world, the Japanese people are among the best educated." The report quotes experts who attribute to Japanese education "the one factor" that makes their economic organizations so productive and cites evidence that Japanese high school graduates have "the equivalent of approximately four more full years of school than a US high school graduate (because the Japanese start school earlier, and the school year is longer)."

People and Productivity: A Challenge to Corporate America: New York Stock Exchange, Office of Research, 1982, p. 10.

Employers have become educators to the public. The entrepreneurial educator must respond to market forces and buyer needs. Although some charlatans and showmen are in the 'education business', many very capable consultants are venturing into the more responsive marketplace. Companies such as Honeywell and General Motors have established schools and are even granting degrees.

The University of Waterloo, in addition to an extremely successful co-operative education program has pioneered self-paced modular correspondence programs. Effective distance delivery is critical in a country the size of Canada, if Canadians in remote areas are to have access to the educational opportunities guaranteed to them as Canadian citizens.

Professional associations are also recognizing the recurrent educational requirements of their dispersed membership and are attempting to respond in a planned and programed way. Television, inter-active video, and satellite equipment have the potential to transcend provincial boundaries and to reach all Canadians. The implications for inter-provincial educational standards and co-operation are great.

Scheduling and Recognition of Adult Learning Needs

Weekend colleges, all program availability, on-site delivery, accelerated programs, distance delivery, career ladders, credit for previous learning, and a general market responsiveness to the learning needs of adults is becoming apparent in the Canadian community college setting. Generally this has not been the situation in the university. Full program offerings, convenient course scheduling, the use of support facilities such as the bookstore, laboratories and counselling support services, and excellence in teaching have not been readily available to the part-time adult student in the Canadian post-secondary setting.

The adult student brings a wealth of experience and understanding to the learning environment and presents new challenges and opportunities for the formal educational providers. Their response can either be a reactive or proactive rejection or acceptance of this New Majority.

"The Government may have a role to play in the massive retraining that will be required to give workers the skills needed in a changing economy. Trade negotiator Brock predicts that people will now be changing jobs four times during their working careers. That will make retraining a permanent part of American business and society. Economists call that retraining "investing in human capital." The programs set up during the 1970s under the Comprehensive Employment and Training Act were roundly, and correctly, criticized because they often steered people toward make-work public service jobs rather than real employment in the private sector. Under the Jobs Training Partnership Act passed last year, new programs will aim at preparing people for jobs with private companies, and business executives will play a major role in shaping the training. The proposed budget for the first year is $3.5 billion. A report soon to be released by 32 House Republicans known as the Wednesday Group will call for more action in the training area. One of the recommendations is that companies be given tax credits for expenses in teaching new skills to their workers. Unfortunately, many employees laid off in declining industries, especially older people, will find it difficult to learn new skills. They may wind up in low-paying jobs or in limbo.

While education is primarily the responsibility of state and local governments, sentiment is growing that Uncle Sam should chip in more. The Reagan Administration wants new spending to be targetted narrowly at strengthening math and science instruction, and proposes new funds of only $75 million. Walter Mondale thinks that much more broad-based support is justified and suggests an educational aid program of $11 billion, most of which would be given to communities to use as they see fit."

"The New Economy", Time Magazine, May 30, 1983, p. 60

2.9 TOWARDS THE FUTURE: A FRAMEWORK OF COLLABORATION FOR LEARNING

The pressing social, economic and political concerns, the magnitude of the task, and the nature of the issues, all point to the need for a learning model developed by adult learners, employers, trade unions, educators, voluntary agencies, and governments. Necessary considerations in developing the framework for this new learning model include the following:

Building on Adults own Learning Abilities

In spite of inhibiting barriers, considerable numbers of adults do participate in formal education and training, and are doing so on an increasing, although still insufficient scale. Adult activity in self-directed, informal learning is becoming universal.[16] Adults make deliberate and determined efforts to increase their own knowledge. Canadians value economic security and the ability to do a good job.[17] They equate effective education and training with their capacity to achieve these goals.[18] The educational system and public policy must build on this powerful base of the Canadian desire to "learn a living".

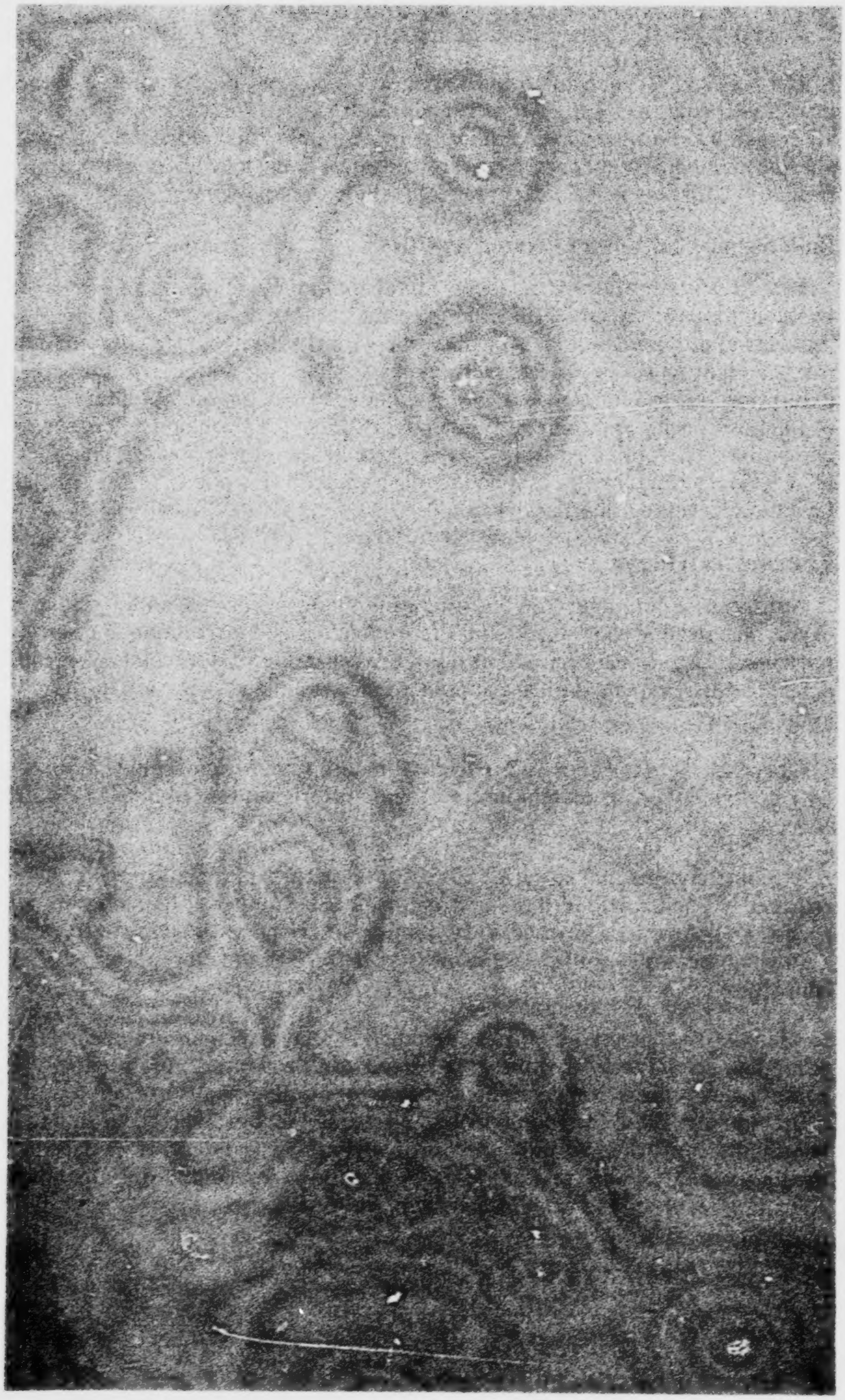
Training the Trainers

Adults are a heterogeneous learning group in terms of age, and previous experience in education, work, and life. Individualized instruction and self-paced learning are necessary. The adult educator, facilitator, counsellor, or delegate must respond with a distinct and individualized approach to the adult learner.

Opportunities for educating specialists in adult education are few and fragmented. Only six universities in Canada offer graduate courses in Adult Basic Education.[19]

Training courses in continuing education program administration are required.[20] The Canadian Labour Congress and a number of its unions and provincial federations have been very active for the past few years in training a growing, but still insufficient, number of both staff and workplace educators.

Many of the personal qualities embodied in a good elementary or secondary school teacher transfer to a good adult educator, however the content, curriculum and teaching methods for adult students are very different from those for young people. An adjustment of focus to adult and continuing education, within faculties of education is prudent. If models of flexibility and response to adult learning needs are indeed appropriate, adult education faculties and schools are the place to start.



In a technologically dynamic society, those skilled trainers who are working in educational institutions require opportunities to keep their technical and industrial skills current with changes in industry. Trainers in industry, on the other hand, need opportunities to keep abreast of current training techniques, technologies and adult learning methods.

The demand for specialists in the education and training of adults will grow with the growth of recurrent education. Preparing and supporting the development of such specialists will be critical in human resources planning over the next two decades.

A Task for Educational Institutions: Re-thinking Objectives to Meet Adults' Needs

The existing education and training institutions have the, physical capacity to meet the needs for adult education and training but, do they have the energizing initiative to develop new and deliberate responses to meet the specialized learning needs of adults?

A re-thinking of organizational structures and practices in light of new objectives is required. Scheduling, residency requirements, mature admission standards, recognition of previous learning and work and life experience start to address these concerns. When adult and continuing education become incorporated into the mainstream of educational service, innovative delivery models will become standard.

Beyond the Institutions: Re-thinking the Structure of the Education System

In a society where people are likely to be electronically shopping, banking, working, and exchanging information, from computer terminals in the home and elsewhere, the centralized industrial model of education is untenable. Community based groups will increasingly identify needs, plan, develop, and deliver services. A decentralized, self-choice, approach is explicit in the philosophy of adult education.

Planning for Flexibility: The Need for a Collaborative Framework

Canada and Canadians are in a difficult transitional phase. The effects of the decline or disappearance of jobs are evident. New types of industry and new types of jobs are not clear. In view of the Science Council's warning that "Tomorrow is Too Late"[21] we must begin to plan education and training opportunities to meet adult learning needs.

CANADA
Population 15 Years and Over, Showing Highest Level of Schooling, 1981

Population 15+	Highest Level of Schooling		
	Less than grade 9	Grades 9-13	University Degree
18,609,285 100%	4,069,190 21.9%	13,049,920 70.1%	1,490,185 8.0%

Adapted from Statistics Canada Source Data. Update from the 1981 census.

One step already undertaken is to design and formulate projection systems that are flexible and capable of anticipating change as it occurs. A close collaboration between the projection system designers and major sectors is essential. Regular, informative, and co-operative contact between sectors must be carried into educational program planning at the regional, local, and institutional level. In order to fashion change, a new model of deliberate partnership between the formal and informal components of the current education and training system is required in support of lifelong learning. Generic skills, the core family skills on which specialized training can be added, is an extremely important consideration.

Bridging or Adjustment Mechanisms to Assist Adult Learners

Opportunities are limited, barriers are significant, yet the need is pressing for individual Canadians to develop, add to, and improve their knowledge and skills. Policy-makers must focus on bridging mechanisms to help Canadian adults participate effectively in the transition to a new working context.

Into all of these endeavours, enter the practical considerations of time and money. The concept of skill development leave is a significant issue for consideration in this new learning environment.

2.10 IMPLICATIONS FOR CHANGE

The implications for change in this section, have been considered by the Skill Development Leave Task Force. Design principles in response to these needs have formed part of the structure for the evaluation of mechanisms and options proposed by the Task Force in Part III. These needs are:

To Provide Access and Equity

- skill development must not be bound by traditional institutions, literally or figuratively;
- a majority of Canadians do not go on to post-secondary education. Provisions must be made enabling them to learn at various stages throughout their lives;
- some predictions are that as much as 40 percent of Canada's work force will need retraining or upgrading before 1990. Opportunities must be expanded and barriers removed quickly;
- barriers to adult education are situational; lack of time; expense (tuition, travel, child care); and formal entrance requirements;
- community colleges have proved to be more adaptable than universities;

Shirley Williams, former chairman of an OECD committee examining problems of youth unemployment, writes, "My fellow examiners and I have often found that institutional rigidities and traditional attitudes militate against the opportunities for young people to be employed".

"The Chronicle for Higher Education", Washington, D.C., June, 1981.

- coincident with the demand for a highly skilled, adaptable work force is the fact that one in five Canadians is functionally illiterate;
- the workers most vulnerable to technological change have the least opportunity for upgrading or retraining themselves, these include the unskilled, semi-skilled, clerical and line workers;
- a basic entitlement to free elementary and secondary education, regardless of age and past formal education is required; and
- a major task will be the provision of basic required levels of technological competency and understanding.

To Promote Mobility and Portability

- new strategies are required to meet the learning needs of the future including: flexible training/education/work arrangements; and transferability of skills.

To Develop Co-ordination

- within this spectrum of lifelong learning, training by employers becomes part of the educational system;
- shortages are to be expected of people to teach in the high-demand areas;
- the lack of coherent inter-governmental relationships involving work and education is a great problem;
- public educational and training institutions are proving to be too inflexible to react quickly enough to changing labour market and social conditions;
- learning-support and life-planning centres which have emerged for women and native people can serve as models for a revamped network of Employment and Immigration information and counselling stations. The scale must be carefully kept non-bureaucratic and inviting. Those who have not enjoyed a good experience with their schooling are likely to be turned off by any bureaucracy surrounding skill development efforts;
- the co-op system utilized at some universities is a very adaptable, helpful model;
- the methods for effectively teaching adults are different from those used to teach elementary or secondary school. Faculties of education need to adjust the focus to accommodate increasing numbers of adult learners; and
- we need a new partnership between the formal and informal components of the present education and training system.

ESTIMATES BY EDUCATIONAL ATTAINMENT, MAY 1983

	Population 15 years and over	Labour Force			Not in Labour Force	Partici-pation Rate	Unem-ployment Rate	Employment/ Population Ratio
		Total	Employment	Unem-ployment				
			Thousands				Per Cent	
CANADA	18,789	12,185	10,692	1,493	6,604	64.9	12.3	56.9
0-8 Years	3,982	1,682	1,444	238	2,300	42.2	14.2	36.3
High School	9,390	6,185	5,335	851	3,205	65.9	13.8	56.3
Some Post-Secondary	1,661	1,252	1,079	174	406	75.4	13.9	65.0
Post-Secondary Certificate or Diploma	2,001	1,564	1,417	147	437	78.2	9.4	70.8
University Degree	1,755	1,501	1,418	84	252	85.6	5.6	80.8
MALES	9,204	7,131	6,230	901	2,073	77.5	12.6	67.7
0-8 Years	1,987	1,163	992	171	824	58.5	14.7	49.9
High School	4,448	3,515	3,013	502	933	79.0	14.3	67.7
Some Post-Secondary	853	711	613	98	142	83.3	13.7	71.9
Post-Secondary Certificate or Diploma	889	799	720	80	90	89.9	10.0	80.9
University Degree	1,026	943	892	50	84	91.9	5.4	80.9
FEMALES	9,585	5,054	4,462	593	4,530	52.7	11.7	46.6
0-8 Years	1,995	519	452	67	1,475	26.0	13.0	22.6
High School	4,942	2,670	2,322	349	2,272	54.0	13.1	47.0
Some Post-Secondary	807	541	465	76	266	67.0	14.0	57.6
Post-Secondary Certificate or Diploma	1,112	765	697	68	347	68.8	8.8	62.7
University Degree	729	559	525	33	170	76.7	5.9	72.1
15-24 Years	4,423	2,983	2,351	633	1,440	67.5	21.2	53.1
0-8 Years	341	148	101	47	193	43.3	31.9	29.5
High School	2,905	1,909	1,505	404	996	65.7	21.1	51.8
Some Post-Secondary	662	480	376	104	182	72.5	21.7	56.8
Post-Secondary Certificate or Diploma	369	314	255	58	56	85.0	18.6	69.2
University Degree	145	133	113	19	12	91.6	14.5	78.3
25 Years and Over	14,366	9,202	8,341	861	5,164	64.1	9.4	58.1
0-8 Years	3,640	1,534	1,343	191	2,106	42.1	12.4	36.9
High School	6,485	4,276	3,829	447	2,209	65.9	10.5	59.0
Some Post-Secondary	998	772	703	69	226	77.3	9.0	70.4
Post-Secondary Certificate or Diploma	1,632	1,251	1,161	89	381	76.6	7.1	71.2
University Degree	1,610	1,369	1,304	64	241	85.0	4.7	81.0

Statistics Canada, Labour Force Survey, Catalogue 71-001, May 1983, p. 33.

To Encourage Involvement

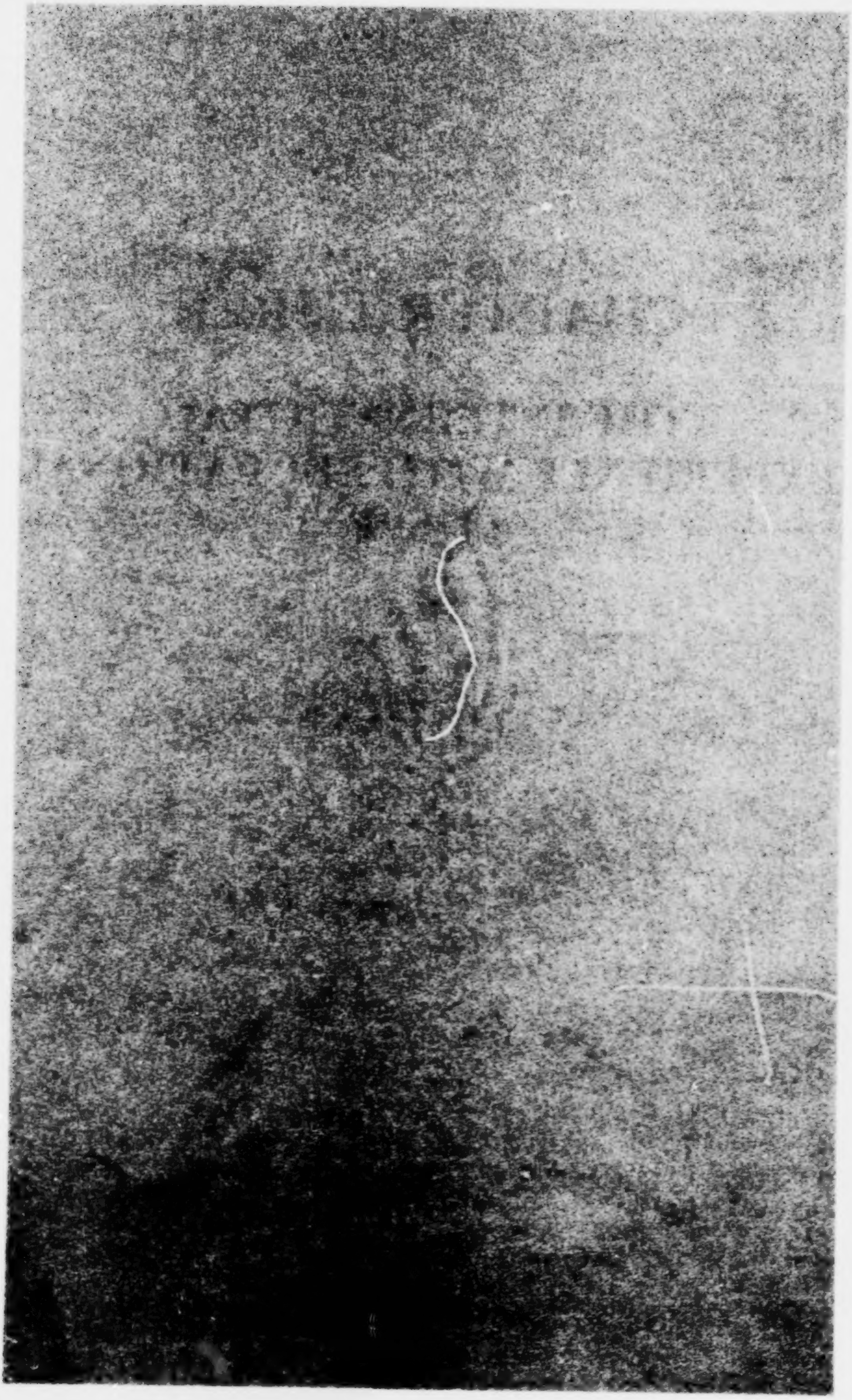
- skill development must be self-motivated;
- the learning environment, which certainly includes teaching personnel, must be seen as adaptable and inviting;
- learning objectives will be negotiated between employer and employee but then the worker charts his own course to that goal;
- though skill development is a relatively new idea at present, as generations pass, the idea will further evolve into that of lifelong learning, a cradle to grave involvement; and
- Canadians are already recognizing the relationship between education, training, and keeping themselves employed.

To Improve Coverage

- an increasing demand for a highly skilled, highly versatile and adaptable work force; requires workers who are resourceful and adept at problem solving;
- a scarcity of skilled people in so-called bottleneck areas can contribute to inflationary pressures; and
- the National Training Act, in concert with new national Skill Development Leave initiatives, hold the potential for a comprehensive work and learning strategy for Canada.

CHAPTER THREE

THE INTERNATIONAL EXPERIENCE WITH EDUCATIONAL LEAVE



THE INTERNATIONAL EXPERIENCE WITH EDUCATIONAL LEAVE

3.1 INTRODUCTION: ORIGINS AND EVOLUTION OF THE CONCEPT

3.1.1 Historical Background: The Concept Is Not New

Absence from the workplace on a temporary basis for educational purposes is an accepted phenomenon around the developed world. In many countries the general education or industrial policy encourages continual upgrading, retraining or updating whether by voluntary adult education activities; apprenticeships; industry provided training; tuition aid plans; trade union training; in-service training for public servants; government labour market training schemes; sabbatical leaves (mainly for teachers of upper ranks or professionals); or by educational programs within the military establishment.

Similarly, emerging concepts of lifelong learning, éducation permanente or recurrent education are part of a global movement to extend even further learning opportunities to adults. Any discussion about educational (or skill development) leave in the international community must be considered within the broader economic, social, and political context of existing adult education philosophies and systems; of labour market policies; and of changing conditions in working life.

In Western European countries the adoption of recurrent education legislation, the broader antecedent of educational leave, was preceded by considerable joint discussion by representatives of labour, business and government even prior to World War II. Indeed, national legislation commonly appeared when a government stepped in to recognize, replace or extend agreements already existing between national union and employer bodies. National legislation embodying the principles of recurrent education had been passed in the United Kingdom in 1964, in France in 1971, in Belgium in 1973, and in Italy in 1970.

General acceptance and promotion of the concept of paid educational leave has been stimulated at various times by the United Nations Educational, Scientific, and Cultural Organization (UNESCO), the Organization of Economic Cooperation and Development (OECD), the Council of Europe, and the International Labour Organization (ILO).

As early as 1965 the International Labour Organization (ILO), an agency composed of representatives of governments, employers, and trade unions, adopted a resolution in favour of paid educational leave[1], and between 1965 and 1968 the Council of Europe undertook a first international study of the issues involved. This was followed in the late sixties and early seventies by further discussions in the OECD and UNESCO institutions of the broader concept of recurrent education. Educational leave emerges from that process as one of the major policy initiatives or instruments to help realize the idea of recurrent education.

Convention No. 140, Paid Educational Leave Convention, 1974
Date of Entry Into Force

AFGHANISTAN	16/05/79
CUBA	30/12/75
CZECHOSLOVAKIA	24/05/76
FRANCE	20/10/75
GERMAN DEMOCRATIC REPUBLIC	14/07/77
FEDERAL REPUBLIC OF GERMANY	30/11/76
GUINEA	30/04/76
HUNGARY	10/06/75
IRAQ	09/05/78
KENYA	09/04/79
MEXICO	17/02/77
NETHERLANDS	14/09/76
NICARAGUA	01/10/81
POLAND	23/04/79
SPAIN	18/09/78
SWEDEN	23/09/75
UNITED KINGDOM	04/12/75
GUYANA	10/01/83

As J.M. Luttringer expressed it, paid educational leave was seen to be 'one of the keys to the transformation of the present educational system into a system of recurrent education which will enable people to alternate periods of productive activity with periods of education and training throughout their lives.'[2]

3.1.2 The International Bodies: Further Impetus ILO

While the concept of educational leave is not new and has existed in various forms for many years, for certain segments of the working population, new dimensions to the concept were introduced via the Paid Educational Leave Convention 140 and Recommendation 148 adopted by the International Labour Organization (ILO) in 1974 at its 59th session (for complete text, see Option 10.2.3).

In the Convention, paid educational leave is defined as, "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." Member states are to formulate and apply a policy to promote "by methods appropriate to national conditions and practice and by stages as necessary" the granting of paid educational leave for the purpose of "training at any level; general, social and civic education; and trade union education".

The Convention is general and flexible with regard to the content of a country's Paid Educational Leave policy, in that the mechanisms by which the provisions and financing arrangements are to be made are left to whatever means is "consistent with national practice" (laws and regulations, collective agreements, arbitration awards). The Convention provides for wide-ranging Paid Educational Leave policies as it places no priority on the type of educational leave (vocational, union, or general); on the initiation of leave (includes leaves both at the employer's and worker's request); on the amount of wage reimbursement other than adequate (may be full or partial); or on the centre of responsibility for financing the policy. All these key elements are left to the discretion of the ratifying members. To date, some eighteen member states have ratified ILO Convention 140. Canada is not among them.

One important aspect of the ILO definition is the stipulation that educational leave requires continuation of pay. According to the ILO Recommendation on the same subject, the financial entitlements should include not only wages but also continuation of other benefits such as pension, seniority, etc. The Convention also allows for special provisions toward particular categories of workers who may not easily avail themselves of the general Paid Educational Leave provisions established, for example: workers in small enterprises, in isolated areas, in seasonal jobs or shift work, or in difficult family circumstances.

Should Educational Leave for Adults be a Universal Right?

The constitutions of continental European nations all include reference to education, in the sense that the citizen has the right to full development of personality and the state has the responsibility of providing equal access to education. Traditionally, this constitutional obligation has been interpreted as applying only to the institutions of initial schooling. Increasingly, however, the question being raised is whether it does not extend to all forms of education, including adult education in general and educational leave in particular.

Adapted from Konrad von Moltke and N. Schneevoigt "Educational Leave for Employees", Jossey-Bass Publishers, San Francisco, 1977.

The ILO based the need for paid educational leave on the assertion, in Article 26 of the Universal Declaration of Human Rights proclaimed by the United Nations, that "everyone has the right to education"; however, the ILO Resolution for example, speaks of educational leave for workers alone, that is people in paid dependent employment and thereby excludes homemakers and the independently employed. The distinction between educational leave as a right of all members of society or just the employed ones was seen to be counter-productive by some governments to the broader policy aims of the recurrent education movement; and the notion of a right as such to Paid Educational Leave does not appear in the Convention.

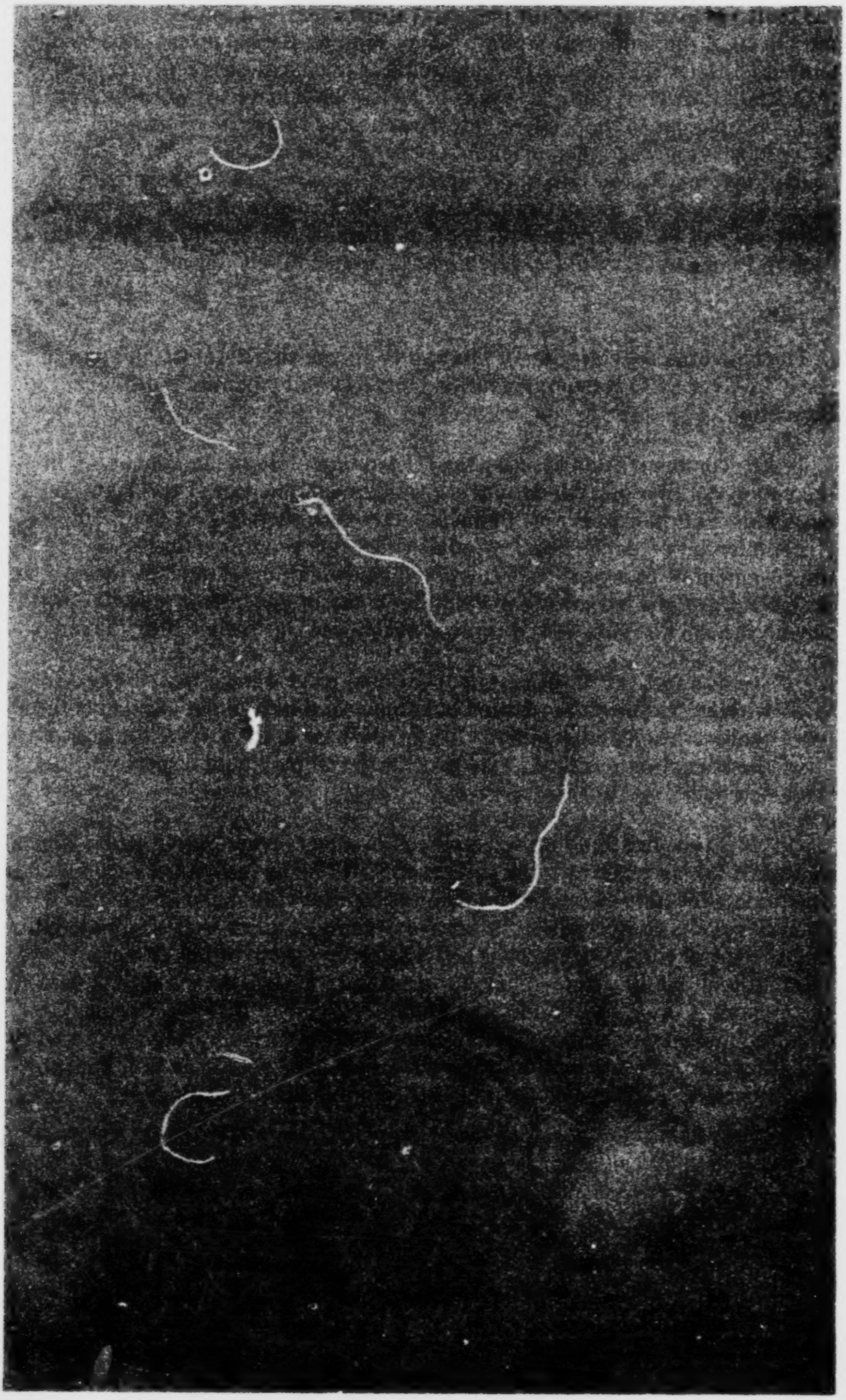
UNESCO

The Universal Declaration of Human Rights is also the starting point of the 1976 UNESCO Recommendation on the Development of Adult Education.

The Recommendation asserts that "the access of adults to education, in the context of life-long education, is a fundamental aspect of this right to education". On the question of educational leave, the UNESCO Recommendation declares that, "adult education programs for the improvement of technical or professional qualifications should, as far as possible, be organized during working time and in the case of seasonal work, during the slack season". It recommends that measures should be taken

> "to promote the granting of educational leave during working time, without loss of remuneration or subject to the payment of compensatory remuneration and payments for the purpose of off-setting the cost of the education received . . . to protect the employment of persons thus assisted."

It refers specifically to those employed in sectors where rapid technological change is taking place or those threatened with being laid off. It recommends adequate allocation of public funds for adult education purposes, which should include, compensation for loss of earnings, tuition and accommodation and the travel costs of trainees. The Recommendation, although not an international binding agreement, constitutes an official document adopted by the General Conference of UNESCO. On November 26, 1976 the one hundred and sixty member Conference, including Canada, voted in favour of adopting the recommendation. Member states have been asked to report to the General Conference on their efforts to implement the principles.



Organization for Economic Co-operation and Development

The OECD through its Manpower, Social Affairs and Educational Directorate and through the Centre for Educational Research and Innovation (CERI), has studied the developments in educational leave and related topics in various working documents. The problems of educational leave are considered in the context of OECD's program on recurrent education, and as a result there is a strong emphasis on educational leave as an individual right of all adults. The OECD advocates that member states develop educational leave policies as part of the overall strategy to implement recurrent education.

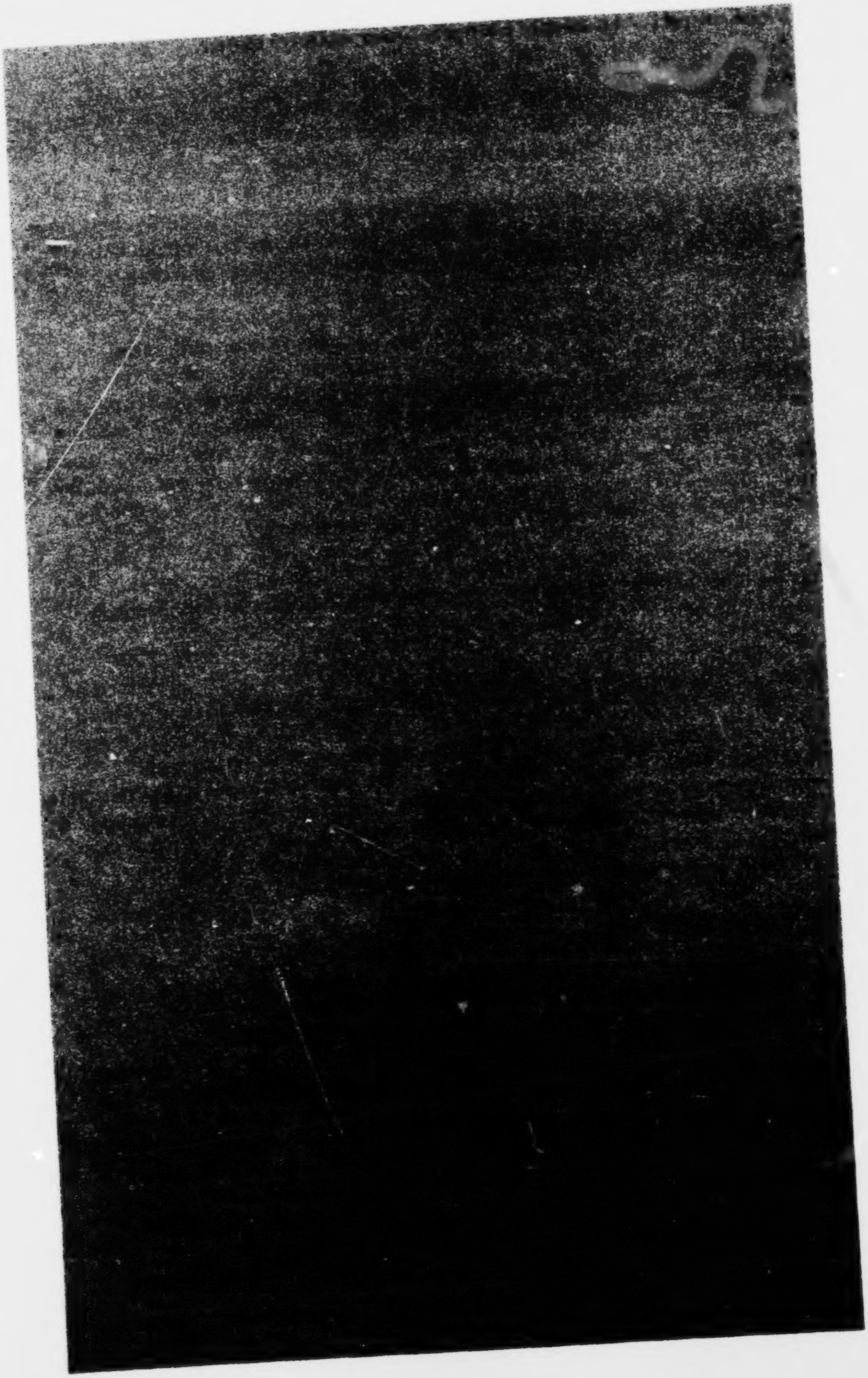
A number of OECD countries are now either directly or indirectly furthering national schemes of recurrent education. This involves some restructuring of educational systems, strengthening the conceptual and organizational links between adult education and employment, and making greater provision for adult education. The concept of recurrent education has been vigorously promoted by OECD because of a concern, on one hand, that equal educational opportunities be available to all adults and, on the other, that higher productivity and full employment be fostered.

OECD studies point to the conclusion that in addition to extensive occupational training programs, it is important to reinforce and intensify non-formal and informal modes of learning.

The three main desiderata postulated by OECD for a policy of recurrent education are: that individuals, at the end of compulsory schooling, should have the right to defer the continuation of their education up to higher levels, to times of their own choosing, together with the right to re-enter the educational cycle; that individuals should have the right to such occupational training as may be required to enable them to upgrade their job, to change it or to find a new one should they become redundant; and that positive measures should be taken to ensure that the expansion of adult learning opportunities should not accentuate inequalities.

The Council of Europe

The Council of Europe published the first report on educational leave in Europe in 1969 and produced subsequent studies on related topics in éducation permanente and adult education. The Council promotes the concept of education permanente as a post-industrial concept, anticipating to some extent, the transition from the industrial society to the post-industrial society and to international co-operation. In November 1981, the Council of Europe adopted the Recommendation on Adult Education Policy, advocating that the governments of member states, in implementing their policies for adult education, consider among other factors, progressively integrating, "adult education in a comprehensive system of permanent education by developing at all levels of education approaches and methods that can be used by adults in order to meet the diverse educational needs which arise throughout their lives . . .".



This Recommendation follows from these documents: the endorsement of the principles of continuing education by the Standing Conference of European Ministers of Education in 1975; the Symposium on A Permanent Education Policy Today, held in Vienna in 1979; the discussions at the 1980 conference on Adult Education: Prospects for the 1980s; and the final report of the Development of Adult Education Project (Council of Europe).

As a result of the pioneering efforts of the ILO and the studies and advocacy by international bodies such as UNESCO, OECD and the Council of Europe, leave for education has been endorsed as a new labour right in many European countries. Some of those passing educational leave legislation in the past decade include France, the Federal Republic of Germany, Sweden, Italy, Austria, and Belgium.

3.1.3 The Debate: Whose Right is it?

A contentious issue critical in the evolution of the concept has been the relative rights of the employer and employee in determining the conditions of leave for education, as there are differential perceived benefits arising from whether the leave is employee or employer initiated.

Employers' organizations and trade unions throughout Europe have steadily developed their arguments for and against educational leave over the past two decades. Regardless of the political differences in such countries as Austria, West Germany, Sweden, France, or Italy, the arguments of principle from both employers and trade unions are largely interchangeable among the countries.

Employers

The universal existence of employer sponsored programs constitutes a form of educational leave which is exclusively vocationally oriented. In his report Konrad von Moltke estimates that in most industrialized countries between five and ten percent of the work force are currently exposed every year to some kind of vocationally related training provided at the expense and request of their employer.[3]

As early as 1927, Marks and Spencer, a huge retailing empire in the United Kingdom, opened its first training centre. By the early 1930s all of the large oil companies in the world had initiated training programs of various kinds. Any country with large scale industry by the mid-1930s had experienced industrial and commercial Paid Educational Leave on a substantial scale.[4]

Employers' organizations have been typically in favour of educational leave in principle, but they distinguish between leave benefitting the organizations and leave benefitting the individual, and tended to favour the former. Invariably employer groups argued that since they must assume a substantial share of the financing of Paid Educational Leave systems, their needs should receive priority. Employers' organizations have tended to emphasize the cost factor and the limited ability of the economy in general and of industry in particular to carry the burden of additional expenses for social or educational policies.

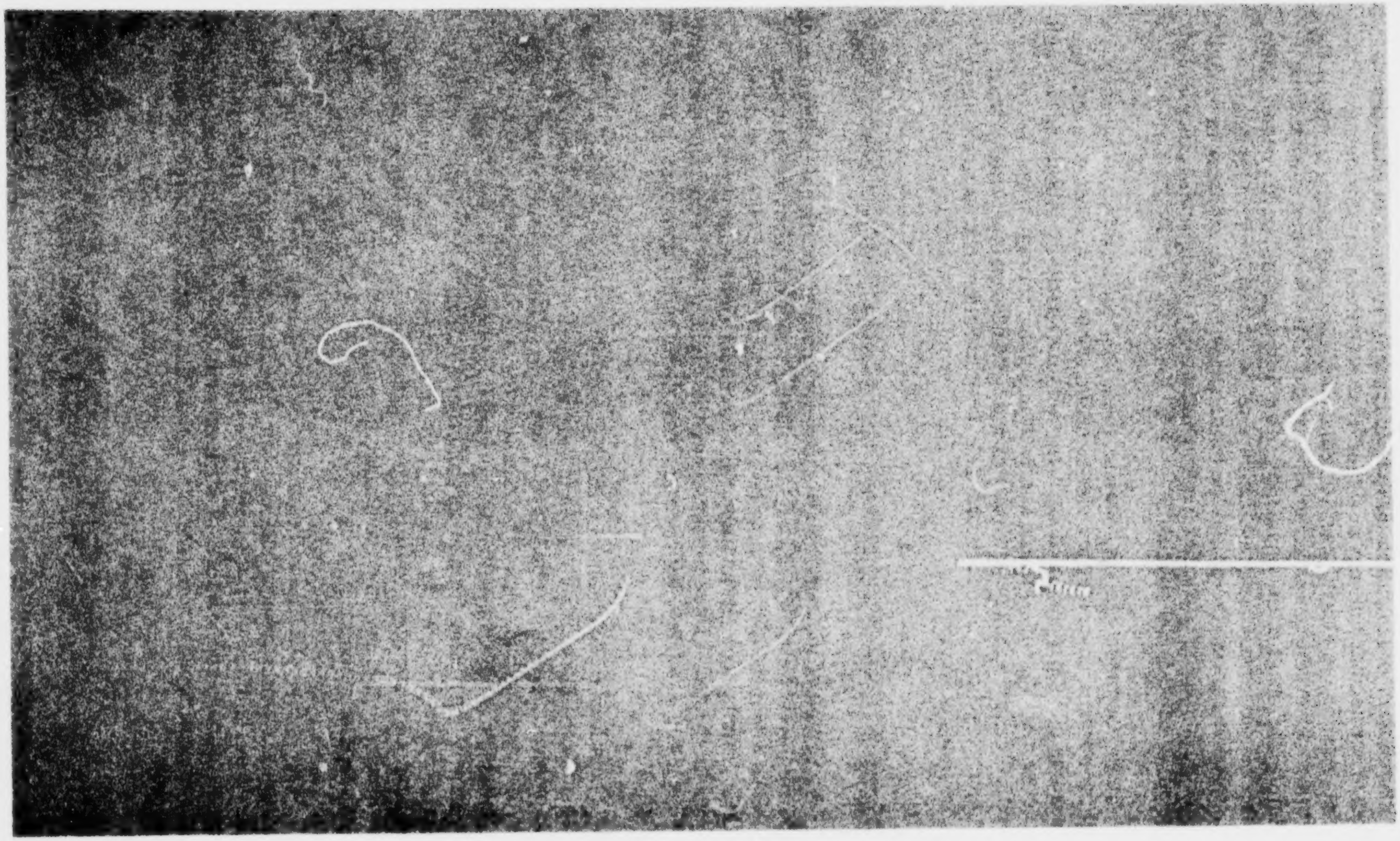
In the Common Market countries there has been an effort to equalize these burdens, since they are viewed as factors in the relative, competitive position of enterprises. Although they are often partially subsidized through labour market programs, the reality of in-service training programs of industry must be taken into account in any discussion of education leave policies, as they provide a broad base of intervention relative to changing conditions of work.

Unions

As a result of the increasingly wide-spread use of vocational training made by employers for their personnel, particularly in large firms where trade unions were powerful, training became a collective issue for negotiation. Once training took on the trappings of a labour right, educational leave became the prerequisite for exercising that right at the bargaining table and was viewed as a fringe benefit and a cost factor in the employment policies of industry.

The role of trade unions in initiating and sustaining the debate on Paid Educational Leave is a common feature among the European countries now implementing a Paid Educational Leave Policy. The argument put forward by the trade unions emphasized the need for making adult education available to union constituents, underprivileged groups who were not presently benefitting from in-service programs, that is blue-collar and low-status white-collar workers. Also, their arguments stressed the need to educate their members to be effective participants in the decision-making processes in industry, and the desirability of maintaining the work force at a high level of mobility.

Most of the industrialized countries by now have policies providing for training of trade union officials on company time, with the cost of courses borne by the trade unions, by employers, or by public funds. After trade union officials and members of work councils were provided with educational leave benefits, the unions moved to extend this benefit to a larger group of workers.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The special role of the unions in establishing educational leave policies is also reflected in their heavy involvement, including Canadian Union representatives, in the process by which the ILO reached its decision on the convention concerning educational leave. Unions have been the prime movers throughout the discussion process and their arguments must be seen in the context of a strong class consciousness, often combined with an ideological view of society and the intention of initiating fundamental change, the objective being democratization of the workplace.

One might readily conclude that in the absence of strong trade union pressure, paid educational leave programs would not have been adopted in Western Europe, just as these unions successfully lobbied for free universal primary education many years ago.

In most instances (France, Germany, Sweden, Italy) legislative interventions in favour of educational leave have taken the form of providing guidance and co-ordination to the negotiating partners, while leaving substantial discretion to the parties concerned.

The attitude of the various sectors of economic life throughout the debate could be generally characterized by skepticism on the part of employers, caution on the part of governments and stimulus on the part of unions. J.R. Gass, former Director of CERI sums up the developments: "Based on initiatives by progressive employers and under pressure from trade unions, combined with some government action, leave during working hours for educational purposes has now been accepted as a matter of private initiative and public policy in many countries, particularly in Europe."[5]

3.2 A REVIEW OF CURRENT APPROACHES TO EDUCATIONAL LEAVE

3.2.1 An Overview

Rising from different traditions and cultures, policies and programs for implementing educational leave do not necessarily take different forms and methods from one country to another. Not only is there much diversity in structure and mechanism but there is also diversity from country to country in the degree of development of the concept. In the more economically advanced countries adult learning activities are expanding, whereas in the lesser developed countries resources for education are being used primarily for the more urgent problem of providing an adequate initial education to their citizens.

PURPOSE OF LEAVE

	Formal Educational Upgrading Certificate	Formal Vocational Training Certificate	Vocational Training	Labour (Political) Education	General Cultural Education
Australia				X	
Belgium	X				
France		X	X	X	X
West Germany		X		X	
Italy	X	X		X	
Japan			X	X	
Portugal	X		X		
Spain	X		X		
Sweden				X	X
United Kingdom		X	X	X	

Alan M. Thomas, "Skill Development Leave in Selected Industrial Societies, 1970-1983", Salasan Associates, Toronto, Ontario, Spring 1983, p. 43. Background Paper 1 prepared for the Skill Development Leave Task Force.

Notwithstanding national differences in systems of education; historical developments in the employment sector and in industrial relations; and in the political aspirations of governments and the thrusts of social forces, there are also some common elements regarding the development and implementation of an educational leave policy.

During the late sixties and early seventies, most of the Scandinavian and many of the Common Market countries recognized the need to plan for comprehensive national human resources policies. Employment measures were introduced which directly or indirectly strengthened the employer sponsored forms of training (e.g., apprenticeship). In the decade past, most adult vocational training activities in Europe were carried out under the stimulus of growth and a need for skilled manpower, and in an atmosphere of attempts to harmonize the various demands of workers, employers, and society with regard to training for the work force.

The diverse national educational leave systems have very similar intentions, regardless of the way in which the right to educational leave originated, whether the mode of introduction was through broad industry-wide collective agreements alone as in Italy, legislation alone as in Belgium, or various combinations of the two as in the Federal Republic of Germany, France and Sweden.

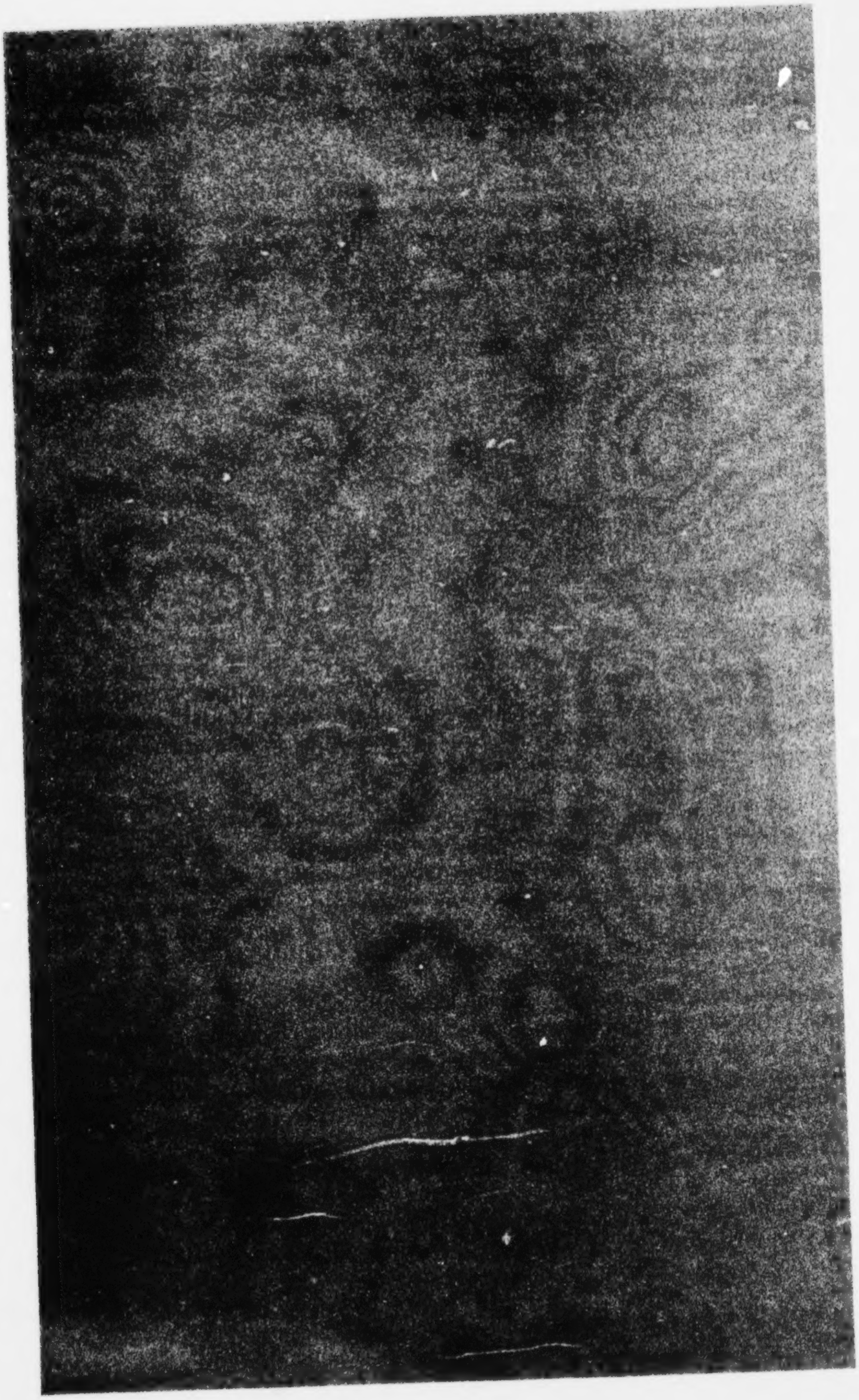
Objectives

The dominant objective or general purpose common to most countries is often the view of paid educational leave as an instrument for adult vocational training in a changing society, to utilize the resources of the educational system in strengthening the industrial base.

The primary intention in industrialized countries continues to be to use paid educational leave as one among many interventions to meet changing labour market needs and to minimize unemployment. Other measures include: incentives for industries to conduct in-house training; wage subsidies to firms for hiring or retraining certain categories of workers; work sharing; and publicly subsidized training for skills upgrading.

In addition, some paid educational leave provision for officers or work-place representatives of labour organizations has been widely recognized in all European countries, and health and safety education is receiving more attention under paid educational leave programs, particularly in the United Kingdom and Scandinavia.

Most recently another objective has come to the fore in several countries, using paid educational leave as a mechanism for equalizing educational opportunity, giving everyone (including the unemployed) access to training and education, whether that be a second chance at basic education, or



courses preparing housewives for employment. In Germany in particular, paid educational leave is justified on social grounds for the educationally deprived and is not seen exclusively as a manpower solution. Educational leave in Germany, as regulated by a number of the Länder (Provinces) or by collective agreement, is intended primarily to promote civic/social education.

In contrast, Italy and Belgium focus on access to formal basic educational upgrading. In Belgium a time credit is available to employees in the private sector to pursue social advancement studies, i.e., evening or weekend classes preparing students for general educational or vocational examinations.

Similarly, in Italy the main objective has been one of remedial basic education, enabling employees to obtain the school leaving certificate. Under the collective agreement concluded in the metalworking industry (covering steel, auto, mechanical, electrical and shipbuilding sectors) in 1973 each worker was entitled to paid leave for a maximum duration of 150 hours in the course of each three year agreement period. Successive collective agreements in the agriculture, chemical, publishing, food, rubber, textile, shoe and other industries have also negotiated this collective right to educational leave. Since 1976 workers preparing for the leaving certificate for compulsory schooling, and all metal workers, have been entitled to 250 hours, and the time entitlement is likely to increase again in the near future.

In Sweden, the longer term leave is used for resumption of secondary studies leading to a school leaving certificate, or university entrance, while the shorter leave is used primarily to motivate educationally disadvantaged people regarding the opportunities and usefulness of training. In France, as well, there is a longer training leave leading to occupational diplomas.

In addition, the French and Italian systems of educational leave contain, in their statements of purpose, the intention to reform their educational system. In that vein of educational reform, another principal objective, most notable in Sweden, is that paid educational leave will ensure the development of genuine lifelong education. Sweden in particular, has managed successfully to combine the previously mentioned objectives of growth (efficiency, productivity) with the objectives of equity.

The major goals listed above, including a strong orientation toward vocational concerns and an emerging stress on equality of educational opportunity, provide a broad definitional frame of reference against which to present an illustrative, as opposed to a comprehensive or comparative, review of the administration and financing of, and experience with, educational leave in selected countries. Usage has outstripped the original definition of educational leave as provided for in the International Labour Organization Convention 140. For example: the concept has now been extended in some countries to the unemployed; the retired; homemakers; immigrants; the voluntary unemployed, those seeking to change employers; or even the pre-employed, transition from school to work.

WEST GERMANY: STATE LAWS ON PAID EDUCATIONAL LEAVE

State	Berlin	Hamburg	Bremen	Lower Saxony	Hesse
Provision	Law of 16.7.1970 amended 17.12.1976	Law of 21.1.1974	Law of 18.12.1974	Law of 9.6.1974 amended 17.12.1974	Law of 24.6.1974
Eligibility	Wage and salary earners, apprentices Age limits under 26 yrs	Wage and salary earners, apprentices No age limit	Wage and salary earners, apprentices, home workers and other dependent workers No age limit	Wage and salary earners, apprentices, home workers and other dependent workers No age limit	Wage and salary earners, apprentices Age limits under 26 yrs
Entitlement	10 working days per anum; beyond this period there is a right to unpaid leave	10 (12) working days in two years	10 (12) working days in two years	10 (12) working days in two years	5 (6) working days per year
Contents of courses	Civic education and continuing vocational training	Civic education and continuing vocational training	Civic education, continuing vocational training and general education	Civic education, continuing vocational training and general education	Civic education and continuing vocational training
Restrictions of entitlement	—after six months employment with the same firm; —exercise of right can temporarily be denied by employer if and as long as there are compelling reasons regarding the functioning of the enterprise or if there are demands for leave of other salaried workers with higher social priority	—after six months employment with the same firm; —exercise of right can temporarily be denied by employer if and as long as there are compelling reasons regarding the functioning of the enterprise or if there are demands for leave of other salaried workers with higher social priority	—after six months employment with the same firm; —exercise of right can temporarily be denied by employer if and as long as there are compelling reasons regarding the functioning of the enterprise or if there are demands for leave of other salaried workers with higher social priority	—employer can refuse, if a ceiling is reached. The actual ceiling is defined as a total of days per firm equivalent 2.5 times the number of employees —exercise of right can temporarily be denied by employer if and as long as there are compelling reasons regarding the functioning of the enterprise or if there are demands for leave of other salaried workers with higher social priority	—after six months employment with the same firm; —exercise of right can temporarily be denied by employer if and as long as there are compelling reasons regarding the functioning of the enterprise or if there are demands for leave of other salaried workers with higher social priority

Hans G. Schütze, "Educational Leave in the Federal Republic of Germany": Paris, 1982.

In short, educational leave, which had emerged as a ripple on the wave of a recurrent educational philosophy re-surfaces from the tides of debate in the international arena as a human resource development tool, designed to promote economic expansion, international competitiveness, mobility, equity, and a harmonious industrial relations environment.

3.2.2 Design Mechanisms: Cross-country Comparison

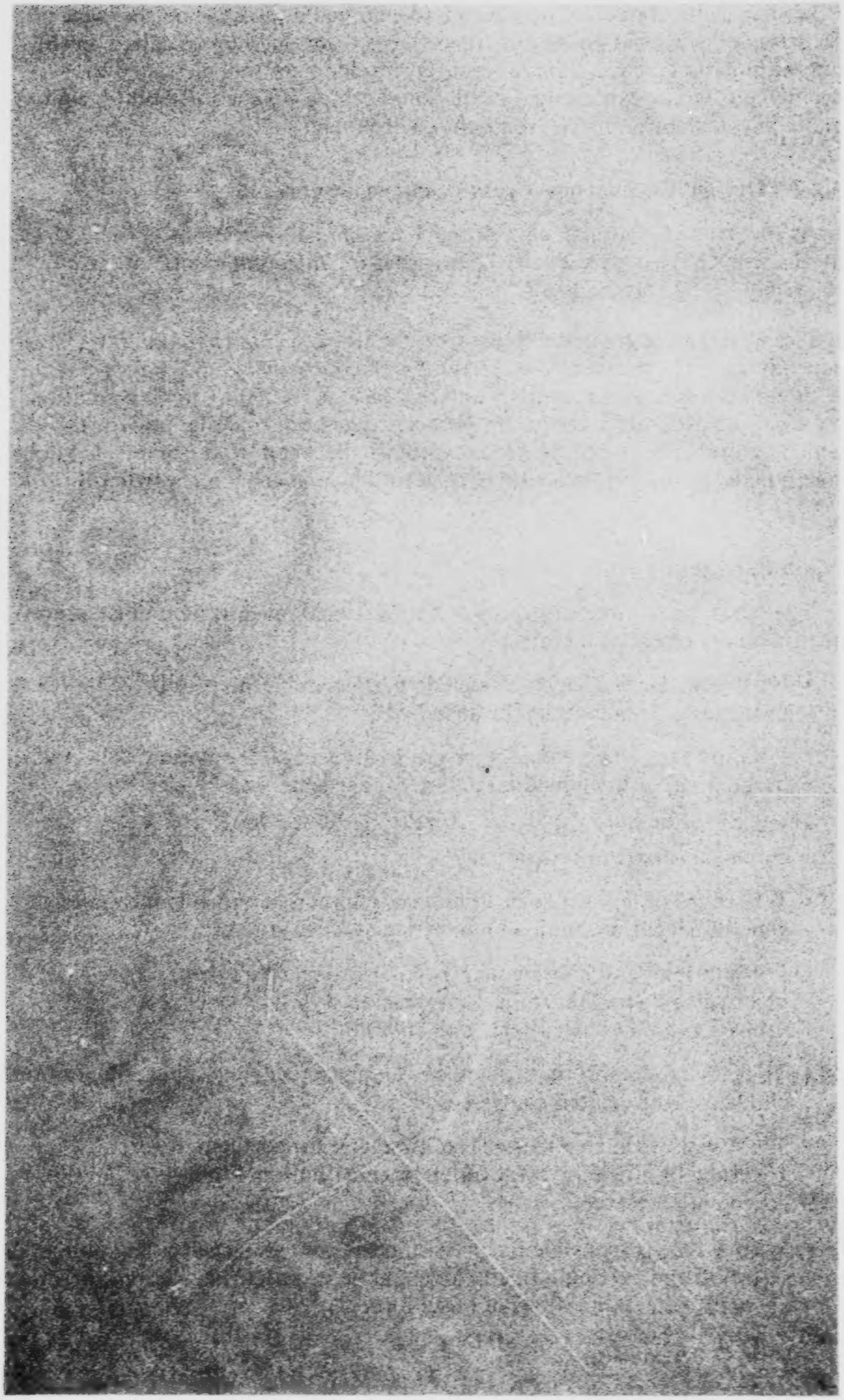
As the paid educational leave practice has spread, variations in mechanisms have occurred with countries using different combinations of relatively similar mechanisms.

The variety of operational structures, found from country to country, depends upon the purpose to be served by an educational leave policy. Although the specific procedures and regulations regarding implementation may vary considerably, the general practice has been to design measures which will provide an acceptable compromise between what is perceived to be vocationally necessary, educationally desirable, and economically feasible.

Main Parameters

The basic format in every country's educational leave system must address the following essential factors:

- For whom are the leaves intended; workers only, the young, professional/managerial, or unskilled?
- How are they to be obtained or granted; through legislation, collective bargaining, or by individual unilateral agreements?
- Who is to exercise control over the right to take leave; the state, employer, union or individual?
- What type of leave may be approved; job related vocational courses, general education, trade union, or social/civic studies?
- For how long and how frequently can this leave be taken; day release, block release (i.e., short term integration style), or extended as in sabbatical (long term alternation style)?
- To what extent will the student be remunerated; wages, benefits, tuition, childcare, and related course costs?
- What will be the main sources of financial support; employer, government, workers, trade union or contributions from some combination thereof?
- Who will be responsible for providing the courses and deciding on the selection and curriculum; employers, unions, public institutions, private agencies, or combinations of those forces?



Right to Leave

At the international level, countries appear to divide into two groups, those where the individual has a right to take leave subject to organizational constraints and those where leave is granted on the initiative of the employer (CERI, 1976). The extremes regarding the right to educational leave are probably best represented by Australia and the United States, on the one hand, where educational leave, especially of the paid variety is barely known. On the other hand, in France (also Belgium, Sweden, and four Länder in Germany) the worker's right has been established in law, subjected to detailed regulation, and frequently paid for. However, the independent right to leave, legislated or not, does not necessarily or automatically guarantee the right to remuneration, maintenance payments or tuition fees.

Indeed, in many of those countries upholding the principle of the employee's free choice of training, access to leave is restricted by certain conditions. For example, qualifying age limits were set in Belgium (under 40), in Hesse, a state in West Germany (under 26), and in France excluding employees over 60 years. The age restriction has been withdrawn in France and is pending reform in the other two jurisdictions.

A further condition of access relates to an upper limit placed on the number of workers who may be on educational leave at any one time in a company.

For example, the ceiling in Italy is often two percent of the work force, in France it is two percent for unpaid leave and 0.5 percent for leave paid by the employer.

In addition, employees in France and Sweden must also have had a certain length of service in the company before qualifying for educational leave.

Other conditions impinging on exercising one's right to leave include, previous training as a motive for either granting or denying access, as well as the employer's limited right to postpone taking of that leave.

Mechanisms for Control: Obtaining/Granting Leave

France depends heavily on the use of state agencies for the granting and controlling of leave, while West Germany relies more on mechanisms arising from collective bargaining and the implied relationships between trade unions and employers. Nevertheless there are five Länder in West Germany which have provided legislation granting rights to leave and, to that extent, state agencies are involved. Sweden with the most extensive commitment to legislated rights, uses a complex network of multi-partite committees involving trade unions, employers, educational agencies, and local authorities. Japan has intervened legislatively on behalf of large and small employers, though the bulk of the mechanisms are concentrated among the large employers and employer groups.[6]

Financing

"The practice of paid educational leave is determined by the way it is financed."

> J.M. Luttringer and B. Pasquier, "Paid Educational Leave in Five European Countries": International Labour Review, 119(4), July-August, 1980.

In Sweden, Belgium, Italy, and the United Kingdom, where there is a very close link between the provision of certain types of educational leave and the pursuit of formal educational credentials supplied by public bodies, state educational agencies are also involved to some degree in the control of leave.

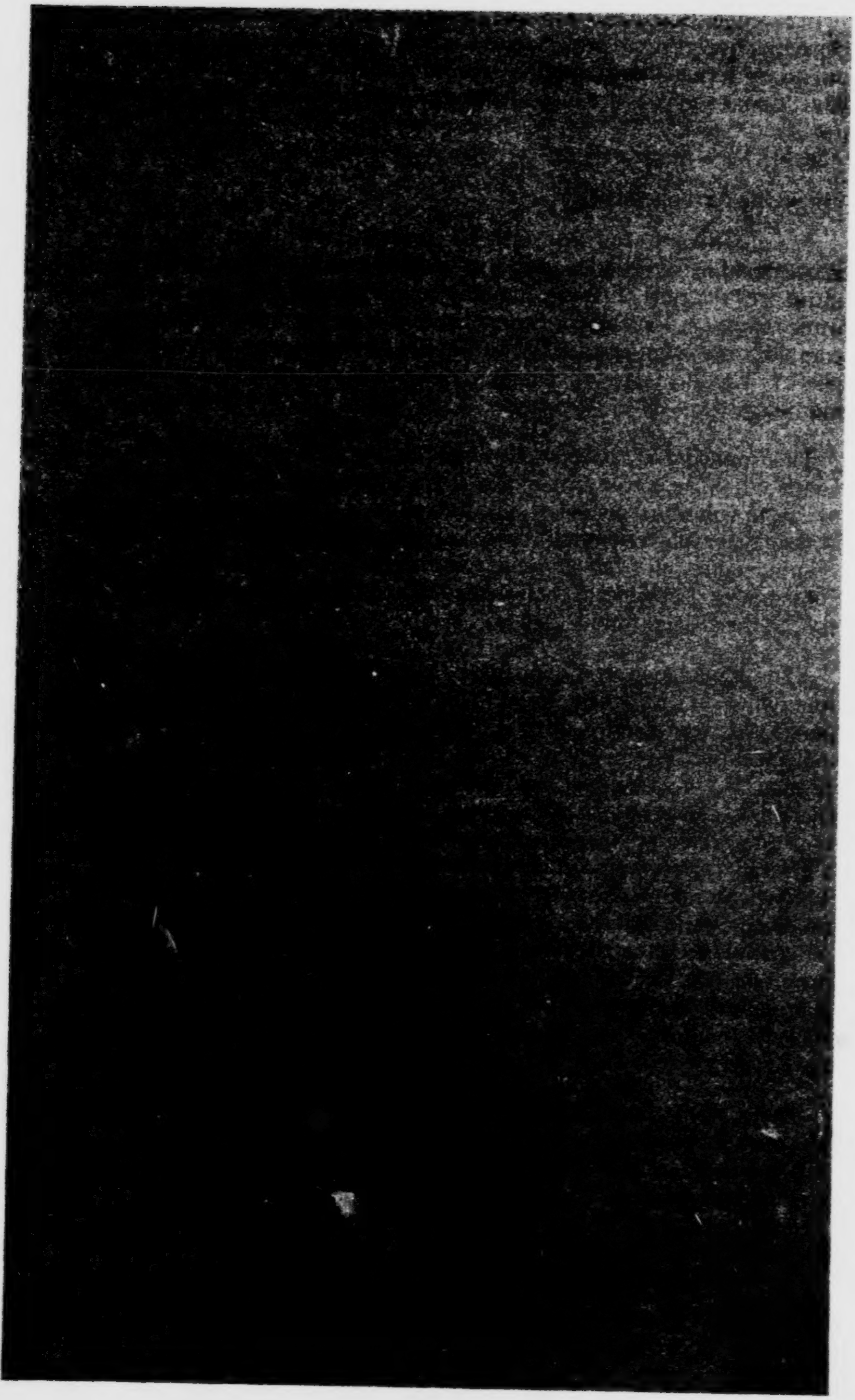
Financing Arrangements

The question of priorities and who decides who will participate in educational leave is determined to a large extent by who controls or influences the flow of funds. In many countries financing arrangements for wage remuneration and for course costs have evolved piece-meal, are complex, and often require a joint financial commitment from all effected parties. The formulae for sharing the expenses vary from one country to another.

The financing of the worker's wage reimbursement relies heavily on contributions from the employing firms, either directly or indirectly, by means of voluntary contributions, payroll levies, or through special tax funds. A Belgian employer paying the wages of a worker on educational leave is reimbursed in full from a special fund set up for that purpose. All employers contribute .05 percent of their wage bill and the state contributes an equal sum to the special fund.

The original employer contribution was 0.2 percent of the payroll but this was reduced in 1979 because of under-utilization. The ceiling on the wage paid to workers using their time credits (up to 28,000 Belgian francs) acts as a disincentive for employees with incomes above that amount. Sweden and France also impose upper limits on wage reimbursement. In Sweden too, there exists a special financial institution funded by both the employers and the state, which provides hourly and daily study grants and special study allowances to certain workers for loss of earnings while on educational leave. The special fund from which grants are paid came into effect in 1976 and is financed by the government and by payroll assessment from employers at .25 percent of the wage bill. This special fund also finances various outreach programs (FOVUX) for educational leave conducted by local union representatives. Further funding for job-related programs is available through the Labour Market Board (AMS) based on use of a 0.5 percent payroll levy.

The combination of a grants/loans mechanism in Sweden is similar to the one used for the financial assistance of regular students, and there is growing support for some convergence or universality in the financing of all voluntary students regardless of their age, whether following full or part-time courses, and discounting their domestic, economic or other circumstances. In Australia, where the whole issue of paid educational leave has remained largely submerged by more immediate concerns over youth unemployment,



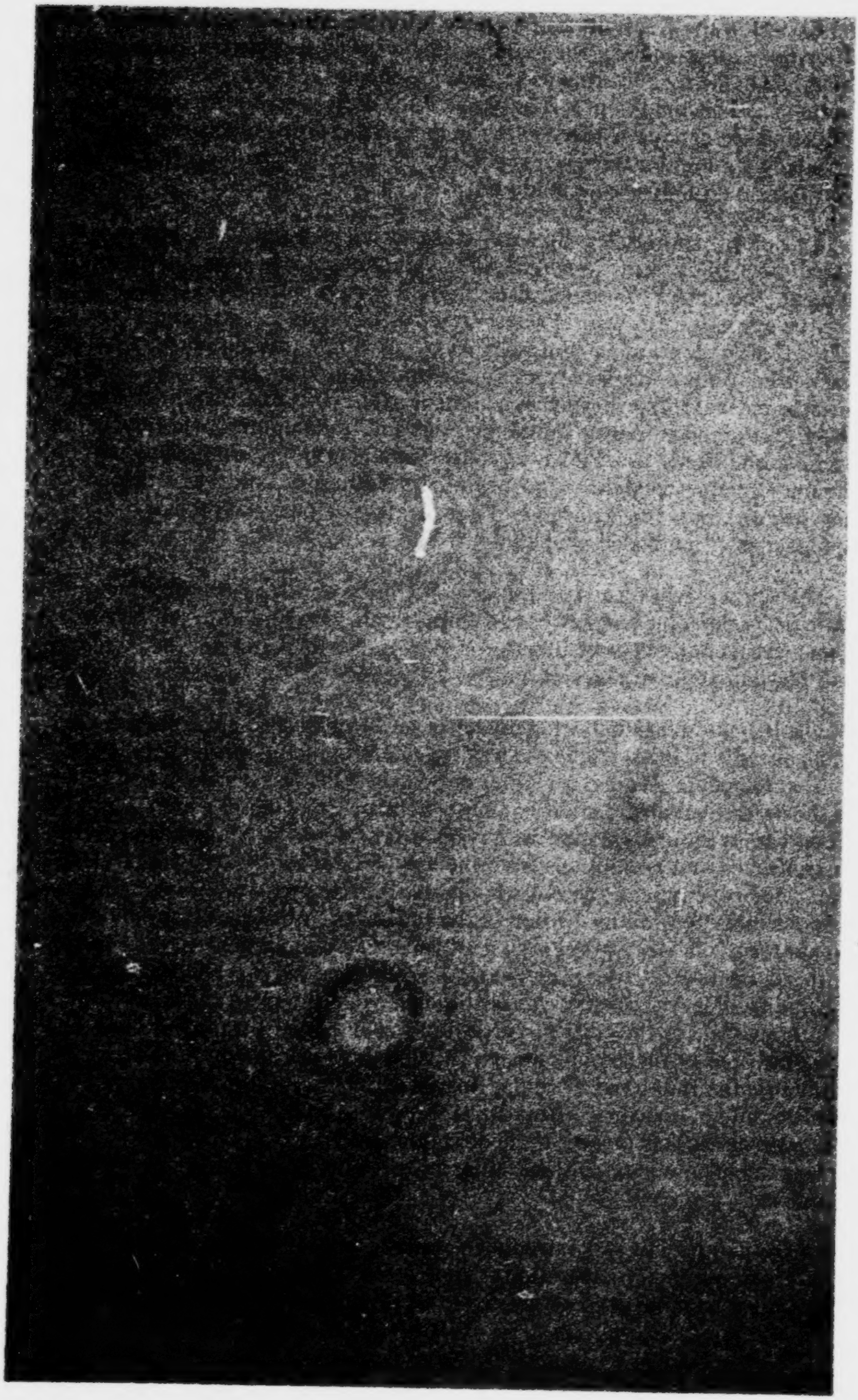
the Report of the Committee of Inquiry into Education and Training officially recommended, "the main provision for paid educational leave should be made by adjustments to present schemes for financial assistance to students."[7] This kind of provision, implying a major role for the formal education sector, was selected over the more widespread mechanism of introducing a levy on employers, as is the practice in Belgium, France, West Germany and the United Kingdom.

In France, firms are legally required to spend 1.1 percent of annual payroll on training. In 1980 the average spent by employers was approximately 1.8 percent, and the levy is expected to rise to 2 percent soon. This obligation may be discharged in several ways: either by payment to state-approved institutions of continuing education; or by providing training for their own staff either on-the-job or externally, any unused portion being paid directly into the national Treasury; or by payment to the Training Insurance Fund (FAF) set up by employer's organizations and trade unions, on a regional or occupational basis, as a means of collecting and administering all or part of the mandated levies required for training purposes for both wage-earners and non-wage earners (e.g., Farmers' Fund, crafts-persons, and other independently employed people).

The workers will receive full salary only if the course is approved by the state or by the joint committees on employment (FAF) and in the case of longer term courses (three months or more), the state, and not the employer will reimburse the workers' wages.

The levy-grant system, whereby levies on firms that do not train are used to pay grants to firms which do, was the main financing mechanism in the United Kingdom. Industrial Training Boards (ITB) were formed and authorized to set a rate of levy against member firms out of which grants were paid to those employers who trained satisfactorily. Then, grants were discontinued and exemptions from the levy were accorded to firms. During the 1970s government public spending on training greatly increased and responsibility for administration of the ITBs was transferred from industry to government. The levy-grant system of financing did not achieve the results anticipated. It was expensive to run as the exemptions sharply reduced the income from levy. Industry was not supportive of the mechanism and complained about the costs (1 percent of the employer's wage bill) and the complications of the arrangements. In 1980 the government moved to dismantle the Industrial Training Boards as the levy-grant mechanism as applied did not appear to effect any appreciable increase in training. Instead, the government has moved in the direction of reliance on voluntary arrangements among firms and industry to defray costs of training for the employed.

In Germany a law was introduced empowering the government to bring a levy-grant system into operation (i.e., to assess .25 percent of payroll) if insufficient training places were made available in enterprises. Subsequently,



the number of places created by employers increased and the levy-grant mechanism was never brought into use. Over one-third of German firms offer apprenticeship positions which account for substantial amounts of educational leave. The law was declared unconstitutional in 1980 and the idea of a levy-grant has been abandoned. Levy-grant mechanisms have led to satisfactory experiences in France, but not in Britain.

In summary, the principal sources for recovery of lost wages in all countries are: the voluntary employer contribution, particularly for short-term job-related leave; the state levy which is often a mechanistic flat rate assessed on the firm's payroll, for courses ostensibly of a more general application; and for potentially longer leaves, a compulsory, by legislation or collective agreement, employer payment.

Additionally, some contribution is made by the workers, either directly, through travel and associated expenses and earnings forgone, or indirectly, as in Germany and Sweden where labour market schemes draw on social security and unemployment contributions paid by the workers. In Germany employees and employers subscribe 4.0 percent of the wage bill, in equal shares, to a fund from which either unemployment benefits or retraining for the unemployment can be financed.

With regard to the non-wage costs of educational leave, in all countries the state is the principal source: in Italy through subsidies for transportation and textbooks; in Germany through state support of the labour market schemes and state subsidies to educational institutions; in France through contributions from general tax revenues to the training fund; and in Sweden by including educational leave students in the regular education program and through state support of the labour market schemes.

In his report Konrad von Moltke estimated the burden of the total costs of paid educational leave in a manner such that, "it is probably accurate to say that more than 50 percent of the funding for educational leave is provided by the state. Employees probably contribute no more than 5 to 10 percent . . . with the remainder coming from employers".[8]

The granting, financing, and other operational mechanisms influence who finally participates in what kinds of educational leave, regardless of whether the right to that leave has been legislated or not. The Trade Unions, however, frequently have a direct hand in the election of worker students and in the curriculum.

3.2.3 Effects and Impacts

Rate of Use

Reports of experience with paid educational leave in the European countries indicate that only a fraction of all those eligible for leave have claimed it.

"Paid educational leave remains a marginal institution in the vast field of adult education. Compared with the numbers of workers trained by and in the enterprise; of job seekers attending retraining courses; and of workers enrolled in evening classes: the annual number of workers taking paid educational leave is small, 30,000 in Italy, 20,000 in Belgium and 21,000 in France. In Sweden paid educational leave corresponded to 12,800 trainee years in 1978-79; in Belgium the special fund is even left with a surplus."[9]

The European evidence so far does not support the initial spectre of large numbers of leave-takers leaving their work stations en masse and crowding the educational institutions to study philosophy or other subjects of general interest. Rather, the cause for concern is that, while the right to educational leave has been available for nearly a decade in most European countries, very few have made use of that opportunity to initiate any program of study. Usage is very low especially when compared with other avenues chosen for voluntary involvement in adult education.

By far, the overwhelming reason for individuals to be absent from the workplace for purposes of specific learning was to attend a course initiated/sponsored by the employer. For example, in France in 1976 after several years of use, some 58,000 people exercised their right to paid or unpaid leave, of those 27,000 received paid leave. For the same period some 1,740,000 people received training in French firms; 400,000 people followed correspondence courses; and 250,000 people attended evening classes. These figures supplied by Info Centre, a tripartite information body for continuing education, reflect similar proportions regarding the relative use of educational leave in other countries as well. The maximum participation is estimated to be in the order of one to two percent of the labour force in any country.[10]

What are the factors limiting the use of educational leave? Why are workers not willing or not able to take advantage of educational leave, even when that right is legislated? At this juncture it should be noted that usage rates, however low, have been slowly increasing over time, notably in Italy, although within the past five years that rate of increase in use of paid educational leave by employers and employees alike has declined.[11]

PARTICIPATION

Number of Trainees and Hours of Courses by Occupation, France 1972

Occupation	Number of Trainees					Total Hours of Courses		
	Men	%	Women	%	Total	Paid	Unpaid	Total
Unskilled workers	98,000	67	47,700	33	145,700	10,730,000	785,000	11,515,000
Skilled workers and employees	197,200	71	80,600	29	277,800	15,395,000	1,320,000	16,715,000
Foremen, technicians	203,800	88	28,500	12	232,300	12,260,000	1,100,000	13,360,000
Engineers, 'cadres'	183,500	92	15,500	8	199,000	9,230,000	495,000	9,725,000
Total	682,500	80	172,300	20	854,800	47,615,000	3,700,000	51,315,000

Distribution of Trainees by Occupation and Size of Firm, France 1972

Size of Firm Occupation	10-19 Employees	20-49 Employees	50-499 Employees	Over 500 Employees	Total	%
Unskilled workers	1,600	4,300	33,100	106,700	145,700	17
Skilled workers and employees	4,300	14,300	69,400	189,800	277,800	32
Foremen, technicians	2,800	10,100	50,000	169,400	232,300	27
Engineers, 'cadres'	3,500	11,100	50,000	134,500	199,000	23
Total number of trainees	12,200	39,700	202,500	600,400	854,800	
Total number of employees	560,000	1,330,000	2,960,000	3,810,000	8,660,000	
Percentage trainees/employees	2%	3%	7%	15%	10%	

Source: Annex to 'Projet de Loi de Finances pour 1974'.

Several reasons to explain this under use of paid educational leave have been suggested in different assessments of the European experience:

- *insufficient financial support*, even in countries like France where there is state support for remuneration of the worker-trainee; but because the resources come from the overall vocational training budget and are limited fewer resources are available for workers on leave, as more and more resources are allocated to retraining the increasing numbers of unemployed workers;
- *lack of information or counselling* about their rights, or understanding paid educational leave's relevance to them. France, Sweden and to some extent Italy are the exceptions and unions are noted to play a positive role here;
- *unavailability of appropriate adult courses and educators;*
- *resistance by employers and co-workers*, the employer will be reluctant to grant leave particularly for long terms and non-job related courses, when the request from a worker to further develop new skills implies mobility and perhaps eventual departure from the firm. As well, employers are opposed to paying the costs for a long-term leave, because in some instances there may be resentment from co-workers who are not willing to take over a larger share of the work and replacement costs would be high for the employer; and
- *anxiety on the part of the workers for job security*, especially during times of recession and high unemployment.

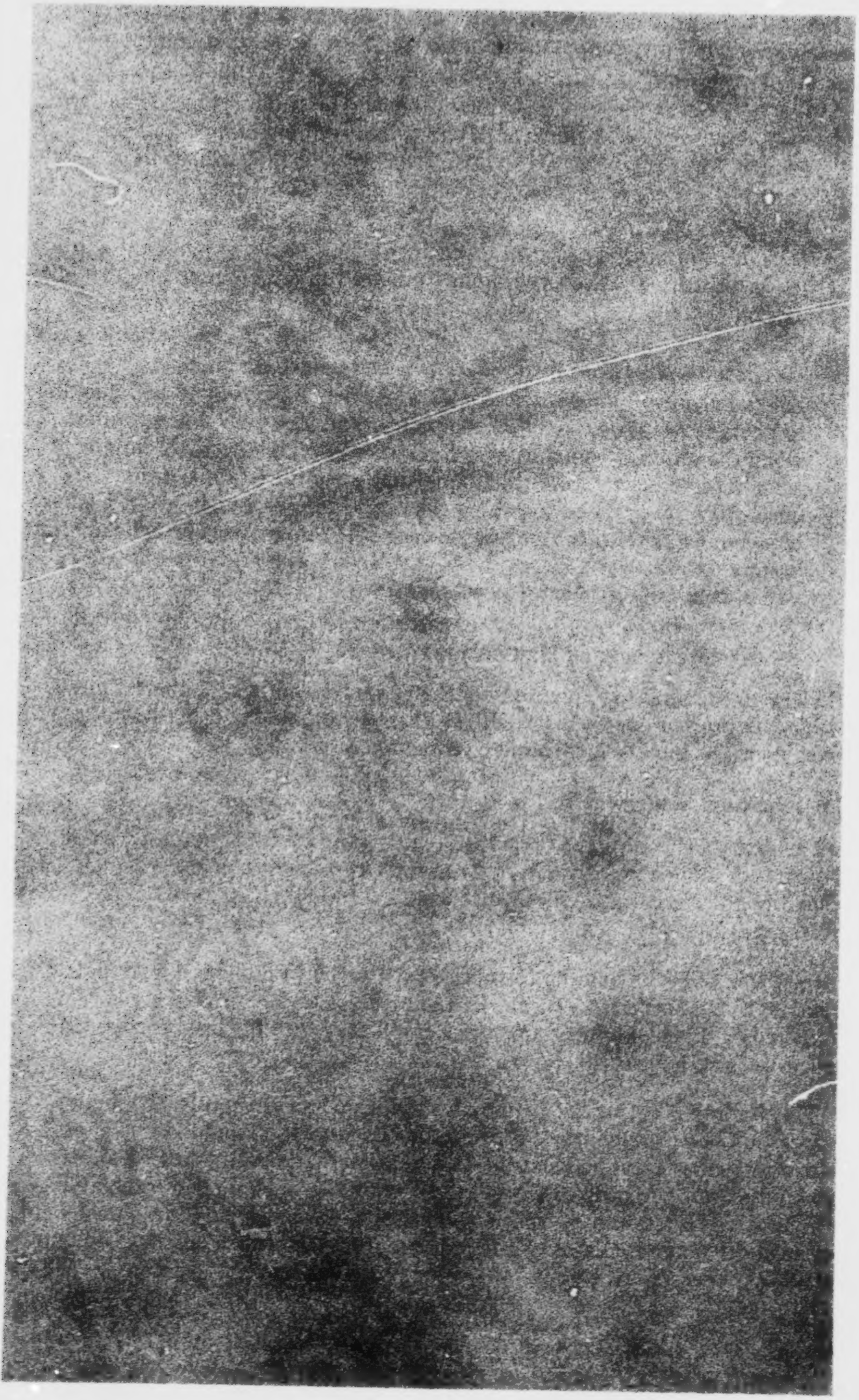
These are the most frequently mentioned factors inhibiting greater use of paid educational leave by workers, and their willingness to use it will depend upon resolving the above limiting circumstances.

Participation: Who Benefits?

The distribution of leave-takers is such that the participation rate is not uniform for all groups of workers. Moreover, the conditions under which paid educational leave is granted may not enable all workers to take equal advantage of it.

Further evidence from the European experience with paid educational leave is that use of leave is primarily the preserve of the already highly educated or skilled workers, and those employees with the least formal education are the least likely to apply for leave.

This finding is consistent with many studies which demonstrate a high correlation between length of previous, initial education and likelihood of participation in further education. It is a problem inherent in all types of adult education programs. As well, the variables of income and occupation also have an effect on participation. It is not surprising then to find persistent similarity in characteristics of participants from country to country: Belgium in 1974, 50 percent of all eligible workers received leave, 77 percent men, 44



percent women, 78 percent blue collar, 58 percent white collar, 80 percent big employers, 20 percent small employers.[12] France in 1979, of those taking leave, 18.8 percent were unskilled, 45.7 percent skilled, 23.6 percent supervisors, 14.9 percent engineers and managers.[13] West Germany in 1980, approximately 5 percent of eligible workers utilized the leave, users tended to be younger than the average of workers, 65.9 percent men, 35.2 percent women, white collar workers predominate two to one.[14] The significant participation is by skilled and white collar workers in every country but Belgium.[15]

The chief occupational groups of beneficiaries appear to be public officials, especially in Germany; teachers, and other professionals, foremen and highly skilled technicians. Union representatives in all countries have perhaps, the best and least job-specific opportunities, for participating in educational leave programs. Manual workers, the unskilled and semi-skilled, who exhibit very limited participation will be represented in significant numbers by this latter group of participants.

A profile of the average leave-taker, then would be a worker who is male, under 40, in middle management or in a skilled technical occupation in a large firm, over 1,000 employees. The unintended effects, or those who benefitted least from a country's paid educational leave provisions were typically the unskilled manual workers, women, older workers, those in small firms and in declining industries. Therefore, it appears that those groups, for whom paid educational leave would be an important opportunity, have been the least attracted or least able to benefit from the arrangement.

In reaction to the above finding, Germany, France and Sweden have taken legislative and other measures to ensure that paid educational leave is an effective avenue open to all groups within society. Realizing that legislative action alone will not immediately lead to universal participation, the emphasis is presently directed to encouraging the demand for such leave by means of an intermediate stage, that of providing information and counselling services.

Information and Counselling

German concern that all members of a democratic society have the opportunity for individual development has led to expansion of paid educational leave for selected priority target groups. In Bremen, housewives and retired persons are now covered under the Länder (provincial) law; as well the independent or self-employed person is legally entitled to paid educational leave in yet another Länder. The German federal government has decided to sponsor some extensive model programs where the needs, interests and motivation of special target groups, such as; young people,

Outreach Program — Sweden

"In Sweden, while the evidence is not yet conclusive, it is clear that the outreach program has indeed drawn persons into education who would not have otherwise participated. The program has succeeded in holding and increasing participation rates over a three-year period. While this must be seen as a remarkable success in view of the great difficulties in attracting persons who have not yet been involved in further education, it must be remembered that the resources devoted to this program have been very substantial indeed and would need to be maintained over long periods of time and large areas if an overall impact is to be achieved. Moreover, the entire effort must be seen in the context of a society with a long tradition of adult education and community activity. It is unclear whether similar successes could be achieved without this background."

> Konrad von Moltke and N. Schneevoigt, "Educational Leaves for Employees": Jossey-Bass Publishers, San Francisco, 1977.

migrant workers, women, and un-skilled or semi-skilled industrial workers have been studied and evaluated in order to assess the kinds of outreach, counselling and course content which can best reach these groups.[16] (Note: there is no general federal law on paid educational leave, however, there are provisions in the federal law that guarantee paid educational leave and full wage reimbursement to certain groups; currently these include civil servants, judges, worker representatives, salaried physicians and civil engineers charged with responsibility for health and security in firms. The federal Labour Promotion Law provides educational costs and maintenance allowance for the unemployed and those threatened by redundancy who are in training programs.) In this way some of the Länder in Germany have made special provision for under-represented groups by broadening their paid educational leave policy framework.

However, the responsibility for provision of information regarding the educational leave legislation in the Länder has been left largely to the initiative of local union groups. It is their responsibility to motivate both the members and the works council representative to participate.

Similarly, in Italy the unions are the only source of information for potential participants/beneficiaries. In Germany the information dissemination system is neither co-ordinated nor directed at specific audiences. In Italy, by contrast, the heavily decentralized union organization has been very successful in recruiting workers who had been out of the educational system, or those with minimal prior education back into the system through offered courses.

The approach taken in France regarding information dissemination differs from that above, as the unions have not been an important source of information or motivation. Rather, a public information campaign was waged by the government through posters, pamphlets and other major promotional efforts. As a result the majority of people were made aware of the paid educational leave legislation in France and of their rights under it. But that government initiative alone was found to be insufficient in motivating participation. The results of an opinion poll taken in France two years after the introduction of the 1971 law found manual workers were the least informed and needed the most convincing of the value of courses.[17]

The most systematic approach to the problem of recruitment and participation is to be found in Sweden. In addition to use of the mass media and of the strong trade union organization to provide information, new elements of the paid educational leave program, e.g., introducing very short initial leaves, were designed to act as a stimulus to attract the non-participants to further education, as the government was not satisfied with the lopsided composition of the participant body. The special Government Committee on Methods Testing in Adult Education, FOVUX, conducted an Outreach Program directed towards those with the least education. The aim

was to try by means of flexible forms of study and various methods of stimulating studies to reach adults with a brief and inadequate education, who because of geographic, economic, social and psychological reasons, did not participate in adult education.[18] Highly financed recruitment model experiments were conducted both at the workplace and in housing areas. More than 40 percent of the blue collar workers contacted came to participate in a course. The recruitment figure in the housing areas was approximately 25 percent.

At the jobsite, study organizers elected by the work force, and trained with the help of a state subsidy, provide relevant information during working hours. They are responsible, in particular, for making the most disadvantaged workers, in terms of education and skill, aware of the training opportunities available. At the regional level the adult education committees, which are multi-partite bodies responsible for awarding study grants, are responsible for disseminating information and liaison with the study organizers.

The international experience with participation effects, argues for public intervention of using paid educational leave in a positive, discriminatory way to draw in non-participants. Otherwise, there is a risk that paid educational leave policy may become an instrument which unintentionally produces further segmentation of the labour market and serves to widen the equity gap rather than help close it. An educational leave policy can have positive impact in terms of educational opportunity only if selectively designed to benefit the already educationally disadvantaged groups. The Swedish experimental outreach program may be a prototype in this respect for the future.

The evidence from the international experience appears to be that as the provision of paid educational leave increases, accompanied by government investment in information and counselling, then demand gradually rises to take advantage of the extended availability.

More Findings: Duration and Type of Training

Another pattern which emerges from the European experience with paid educational leave is that leave is essentially granted for short durations, one to three weeks, and for specific training of a vocational nature. Workers demonstrate a greater interest in vocational and career-oriented courses, and the financing system tends to favour such effects. It has been demonstrated that in those cases where traditional management is the stronger partner, a vocation-oriented paid educational leave is the most likely outcome, while in those cases where labour is strong and management has a broader perspective on the role of training and education, the chances for more general education under paid educational leave regulations are very good.

Paid educational leave that is genuine alternation between work and education is characterized by long durations, five months to two and a half years full-time study. The employee is away from the job and a replacement is hired. This form of paid educational leave usually involves substantial

financial sacrifice on the part of the beneficiary. Paid educational leave that is an integration between work and education is exemplified by short durations, three days to three weeks part-time study. The employee is not necessarily long absent from the job, and no replacement is hired. This form of paid educational leave is generally granted with near full salary maintenance and at no cost, or at minimum cost, to the beneficiary.

The distinction between alternation and integration is crucial to understanding both differences in the benefits and costs of paid educational leave, and in its design and objectives. Upward job mobility and career redirection require paid educational leave of the alternation type, in which substantial educational inputs can be made free of any immediate job responsibilities. Leaves of the integration type are sufficient for anti-obsolescence education and for skill updating. That is in fact how they are used in most cases.

Alternation schemes require external suppliers of education to provide complete programs of study and accepted credentials. But integration schemes may rely on in-house training resources as well as external suppliers, who in turn are often union or professional associations rather than post-secondary educational institutions.

Paid educational leave of the alternation type is clearly more costly than the integration type, mainly because of income maintenance for the workers on leave, but also because of higher administrative costs associated with negotiating programs with external suppliers and looking after the placement of trainees upon completion of studies. Leave plans of the integration type usually do not require a replacement of the worker on leave and no additional labour cost is incurred.[19]

One apparently reliable source suggests that in France the average leave for participants is not more than 20 days per year, with at least 18 months required between leaves. This would reduce the average annual leave including repeat learners to about 13 to 14 days. The comparable figures for Germany are 10 days leave in a 24 month period, or five days annually. In either case, the total number of hours available, even if distributed in optimum, discrete units, significantly limits the kind of training that can be undertaken. For example, it would be possible to take intensive short courses to acquire or update specific skills, but major occupational training for the skilled trades would have to be extended over several years unless longer periods of leave were taken at one time.[20]

For many workers, especially those who have had an adverse experience in schooling, the idea of undergoing training seems out of the question. For such people the best type of information available is the training itself. In this sense the existence of two types of leave, as in Sweden, may help to bring training and the workers together. Paid educational leave of short duration

PRINCIPAL LOCATION OF EDUCATIONAL PROGRAMS

	Public Educational Agencies, General	Public Educational Agencies, Special	Private Agencies, Commercial	Private Agencies, Employer Groups	Employer, In-House	Trade Union Centres
Australia	X		X	X	X	X
Belgium	X			X	X	
France	X	X	X	X	X	
West Germany	X			X	X	X
Italy	X			X	X	X
Japan	X			X	X	
Portugal	X			X	X	
Spain	X	X		X	X	
Sweden	X			X	X	X
United Kingdom	X	X		X	X	X

op. cit., Alan Thomas, p. 46.

offers everyone an opportunity for becoming familiar with adult education, without any definite commitment. It only lasts a few hours or days and makes it possible for workers to attend brief courses on a variety of subjects. Long paid educational leave provides access to courses at schools and universities, on a part-time or full-time basis, extending over several months or even years. The utilization of short paid educational leave, with limited objectives, 'de-mystifies' the idea of training and paves the way for: the introduction of training into the social practice of the workers; and the undertakings of longer paid educational leave offering social advancement and a second chance.[21]

Impact on Education Institutions

The impact of paid educational leave on the existing educational institutions has been different in each country. In France, new private institutions were created to provide training services directly to private firms for their employees. In Germany, the programs were provided primarily by institutions that traditionally had provided adult education and were peripheral to the formal education system. In Sweden, since the participants are expected to conform to existing arrangements in the post-secondary system, there has not been a major effect on the system.

In France there was no official approval required to operate as a training centre because the policy was to create a free market in education and training. Many types of institutions were created specifically in response to the 1971 law for paid educational leave, with the result that some institutions, termed 'Marchands de Soupe', abused this legislative freedom.[22]

The response of the formal education system, to paid educational leave and its potential clientele, has been very weak. In all the European countries the educational authorities have been less involved than might have been expected, appearing to have little or no commitment to educational leave. "Institutionally, they are tied to the system of initial education, . . . politically they view their role as defending the expansion achieved in the last fifteen years against competing public expenditures."[23] However, more recently, in view of declining enrolments, the educational system is expressing a more positive attitude toward paid educational leave.

France, Australia and the United Kingdom all use various combinations of existing public educational agencies: public agencies especially created, such as the Skill Centres in Scotland; private commercial agencies, these most apparent in France in the last decade; employer-group provided centres; single employer provisions; and trade union centres. In Japan, there is enormous dependence upon employer-group and employer-provided centres, with only a minority making use of the publicly provided centres. The very heavy dependence upon publicly provided centres reported in all countries, except Japan, is partly a result of the dependence upon conventional apprenticeship programs; particularly in West Germany, and in the United

Impact On Education Institutions

"... it has been much easier to expand the educational system to accommodate education leave by use of available facilities. Only in France has it been necessary to develop additional instructional space and other facilities supported through ministry grants. In all other countries, existing public and private facilities have proved to be underutilized to a sufficient extent to make it possible to accommodate these extra students."

> Konrad von Moltke and N. Schneevoigt, "Educational Leaves for Employees", Jossey-Bass Publishers, San Francisco, 1977, pp. 234-235.

Kingdom, where co-operation between industrial training and the public educational system has a long and solid tradition. Even in Japan the government has been making more use of public agencies in order to provide for employees of smaller employers, a problem that presents itself in all of the countries surveyed.[24]

Nevertheless, the potential and role of the non-formal system for responding to new learning needs cannot be overlooked in the application of paid educational leave policy. An example of this is the Japanese experience with quality circles. In many parts of Europe today, there is a tendency to regard the workplace as an appropriate and even necessary milieu for education and training. In Lower Saxony, a Länder in Germany, at the Volkswagen Company, over 25 percent of eligible workers exercise their right to paid educational leave. This is offered as in-service training and certificates of completion are granted. The reason for heavy reliance on in-service training in Germany is due to a perceived inefficiency in the external institutions. The employer work centre is being recognized, more and more, as a credible provider of new knowledge. Many large industrial organizations at present do function as large learning systems attending to both the formal and informal learning processes which arise in their operations. Expansion of the workplace as a learning system presents the question of what goals educational leave policies are primarily to serve. Are they exclusively vocational training and/or general education? It also highlights the question as to whether the effects of educational leave policies should more readily occur within a labour market and social policy context, or in the framework of existing educational policy.

The general trend in Europe is toward reform of existing educational institutions, and the liberalization of curricula, for example to extend the choice of courses beyond strictly job-related training.

Although the intersectoral planning required does not yet exist in most European countries, educational leave policies do offer the prospect of involving educational authorities in the labour market and in social policies. However, to date, most paid educational leave impacts have occurred in the context of labour market policy and not education.

Impact on the Labour Market

What is the impact of paid educational leave on the labour market?

In the past, paid educational leave has been used almost exclusively as a vehicle for job-related training. The recent recession has led to the prospective use of paid educational leave as a counter-cyclical measure when there is a high risk of unemployment. It can potentially become an instrument of a full employment policy which takes account of a more equal sharing of a limited number of jobs.[25]

In Sweden, to qualify for state supported educational leave, individuals must be unemployed or their employment must be threatened. As a result, the measured unemployment rate is artificially reduced as people are redefined from unemployment to the education sector, where they are counted as not in the labour force.[26]

3.3 FUTURE: IMPLICATIONS FOR CANADIAN POLICY

3.3.1 Trends and Developments — The Future is Now

A general review of the diverse European experiences with educational leave is helpful in identifying the issues raised, and should provide a frame of reference or guidelines for future consideration of such a policy in Canada.

While the application of paid educational leave policies may have been slowed by the current economic downturn, particularly in England and West Germany, other countries envision paid educational leave being used as a counter-cyclical economic weapon (e.g. Sweden, Holland).

The prevailing international trend in allocation of responsibility and power is towards decentralization, both vertical; from central to provincial and local governments and horizontal, from public to private bodies. Since participation is voluntary, it is a buyers' market. Adult needs are diverse and vary with local circumstances. Learners must be attracted.

Canada is faced with problems similar to those of most industrialized countries such as; an economic downturn, structural unemployment, skill shortages and technological change.The implications of recent world developments have emphasized the need to consider paid educational leave in the context of unemployment insurance, and general social and educational spending. The French Government introduced legislation in January 1982, for a system of vocational training for young persons up to the age of 23 and for other workers who have been employed for less than two years in the preceding five years. The aim is to provide systematic training at various levels in occupations by progressing through alternating periods of education/study and work training/experience, hence the title of the scheme 'Alternance'. Participants will include both employees and jobseekers, the latter financed by the state, and the scheme will be funded by government grants and revenue from increased taxes on employers.

"There is continuing debate, and no certainty, about whether the widening use of new technologies will lead to net increases or decreases in employment, or about how they will occur among industries and regions. For vocational education and training it is not particularly relevant that the continuing debate about whether technological progress is overall, labour-saving or employment-creating, is inconclusive. Both sides of the process create requirements for vocational education and training, i.e. to prepare those who will work in the new jobs and also to help those who will be displaced . . . The commitment made by several countries to high technology and the possibility of developing it in others requires a transformation of vocational education and training at all levels, and it is essential for OECD countries to co-operate in considering in some detail what precisely this entails."

Draft Report by the Working Party on Vocational Education and Training in the Future, OECD, Paris, 1982, p. 33.

The general employment situation is changing dramatically because of rapid technological innovations which will render some jobs obsolete and displace many workers. Changes, such as: the demographic impacts of the baby boom generation and the increased participation of women in the workplace; economic slowdowns; and quality of working life concerns; seemingly mitigate against one another with the result that the amount of work necessary to maintain the economic process cannot employ all the people eligible and willing to work. Increasing emphasis on the potential for active human resources planning policies, including training and paid educational leave, is needed in order to cope with this profound change in the employment situation. Unless a large number of new jobs is created, a radical redistribution of work is implied.

A paid educational leave policy should provide for interventions in the traditional cycle of education-work-retirement, and allow for a more equal sharing of a limited number of jobs. In this way a type of sabbatical year would be extended to all people in the labour force, a concept which today in Canada is reserved for only a few privileged groups. In the near future some kind of extended paid educational leave mechanism will be essential to deal with the emerging new issues of work and non-work time mixtures.

To enable this mechanism to introduce a new flexibility into the labour market, there must be a built-in system of leave credits as studies are interrupted by job transfers, childbearing and other responsibilities. Moreover, it will be necessary to co-ordinate education and labour market policies in order to facilitate a paid educational leave program.

Consideration of the future role of the formal education system is critical to the development of a paid educational leave policy, as the international experience found the traditional system incapable of responding adequately. The provision for qualified adult educators, active education supporters enabled to counsel and encourage others; accessible facilities; relevant courses oriented to the adult learner; and flexible schedules to accommodate the demand for increasing part-time studies; are essential to a successful paid educational leave program.

Underscoring the practices in the international models described earlier is the degree to which countries can achieve co-existence of the equity and economic goals of a paid educational leave mechanism. The concern is for the possible lack of a broad-based paid educational leave policy creating a permanent underclass of 'technopeasants'. Application of such a policy might only serve to widen the gap between the "haves" and "have nots" in the realm of job security, income, and further educational opportunity.

The decision for Canadian policymakers is the choice among which measure is to be used to implement paid educational leave; free market forces, collective bargaining or legislation. The international experience

JAPAN

Provision for the Development of Occupational Capabilities of Employees in Private Firms

		Training on the Job Alone			Off-the-Job Training					
Occupational Category	Total	Sub-total	Instruction by Supervisors and Senior Workers	Experience by Job Rotation	Sub-total	In-company Programs	External Programs	Both In-and External Programs	Create Atmosphere Conducive to Self-development	N.A.
Technical	100.00	40.5	32.6	7.9	37.2	8.1	8.5	20.6	4.6	17.6
Clerical	100.00	68.2	56.8	11.4	23.6	8.9	2.7	12.0	3.3	4.9
Sales and Business	100.00	48.6	39.5	9.1	29.3	13.4	3.0	12.9	4.0	18.1
Production (supervisory and highly skilled)	100.00	28.0	23.0	5.0	35.4	9.1	8.2	18.1	3.9	32.8
Production (general)	100.00	50.5	41.9	8.6	27.8	11.5	3.8	12.5	3.5	18.1

Source: Japanese Ministry of Labour Survey, 1979.

favours legislation of paid educational leave as an instrument, in principle, to reach all people in employment, even with its attendant costs and operational problems. While collective bargaining, sector by sector, may be more efficient and flexible, only one-third of working Canadians would be entitled under this process, as compared with two-thirds of the labour force in Italy.

In addition, the evidence from offshore favours a close association of all the social partners involved, and supports the establishment of a special funding system with a decentralized administration.

3.3.2 Directions for Canada – Which Way to Go?

In the past Canada has relied to a large extent on immigration to solve its human resource needs and therefore has not developed a training and educational infrastructure as sophisticated and comprehensive as is found in Europe.

Prior to introducing paid educational leave legislation, Sweden already had a well-developed provision for adult education and Germany already had an excellent technical/vocational training system, which is why concern in Germany's paid educational leave legislation was mainly for non-vocational education. Similarly, Japan's economic success is largely attributed to their effective utilization and development of existing human resources.

The Canadian situation has its own unique characteristics. In addition to a fractured, inefficient apprenticeship system and poor initial vocational training as compared with its European counterparts, most Canadian employers in the past have demonstrated unwillingness to engage in serious training despite the availability of government financial assistance. Very few companies have systematic employee development programs available to all of their employees.

Canada is different in fundamental ways from Japan. Canada is a nation of small businesses, whereas in Japan the majority of workers are employed and trained in one huge enterprise where they spend all their working lives. Canada has much to learn from the Japanese model in relation to industry's role in training. "The concept of continuous training in Japan plays a key role in minimizing resistance to change. Every employee keeps on training as a regular part of the job until he retires. This is in sharp contrast to the usual Western practice of training a person only when he has to acquire a new skill or move to a new position. Our training is promotion-focused. The Japanese employee is trained not only in his job but in all the jobs at his job level, however low or high that level is. The concept of 'continuous training' goes a long way toward preventing the extreme specialization and departmentalization plaguing North American business."[27]

"The average Japanese worker receives 65 hours of on-the-job training a year, compared with 35 in the US and 25 in Canada."

> *In the Chips: Opportunities, People, Partnerships*, Report of the Labour Canada Task Force on Micro-Electronics and Employment, Ottawa, 1982, p. 65.

Sample Questionaire: Did you give assistance to employees undertaking their own training during the last 12 months?

	Total	Yes	No	N.A.
	%	%	%	%
Size of Undertaking	100.0	73.2	20.4	6.4
30—99	100.0	65.3	22.5	12.2
100—299	100.0	74.8	20.7	4.4
300—499	100.0	78.1	16.1	5.8
500—999	100.0	70.1	27.9	2.0
1000—	100.0	85.7	11.0	3.9

What is the reason for giving such assistance?

	Total	Beneficial to the Company	Strong Demands of the Employees	To Help Employees	As a Means for Workers' Welfare	Others	N.A.
Size of	%	%	%	%	%	%	%
Undertaking	100.0	66.2	0.4	21.8	2.0	2.5	7.1
30—99	100.0	63.4	0.0	15.8	1.1	4.5	10.2
100—299	100.0	62.3	0.5	26.5	3.6	1.8	5.0
300—499	100.0	64.5	0.0	24.6	1.7	0.8	9.1
500—999	100.0	69.9	9.9	17.5	1.9	1.0	9.7
1000—	100.0	69.3	1.5	27.5	1.5	4.6	4.6

Source: Japanese Ministry of Labour Survey, 1979.

The recent Labour Canada Task Force on Microelectronics reported that the average Japanese worker received two and one half times as much training on-the-job annually as did the Canadian worker.[28]

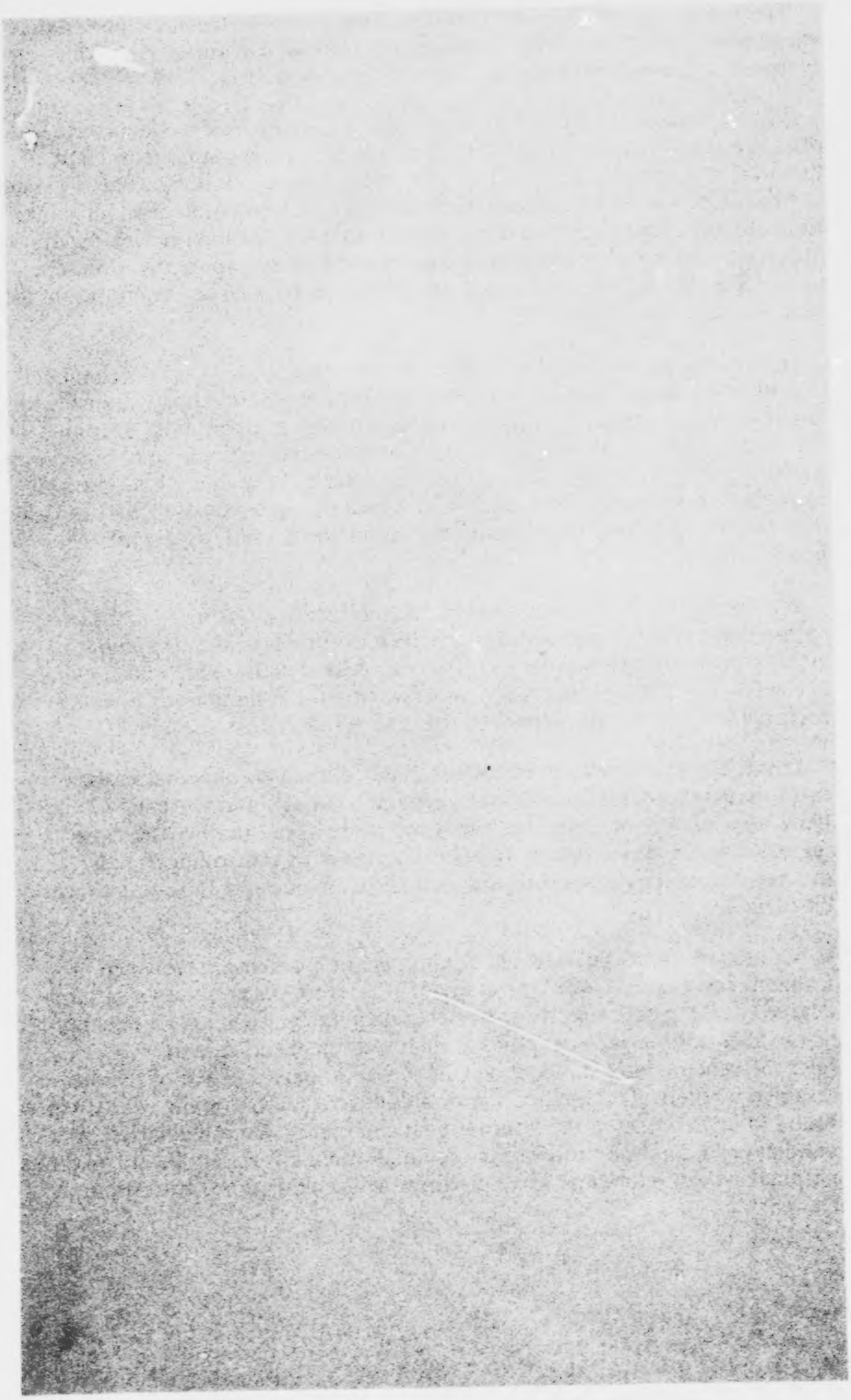
Other countries adopting this same principle that employers accept the prime responsibility for training their employees, from both a moral and practical standpoint, include France; where recent legislation has been passed to this effect; Great Britain; and Germany. The Commission of Inquiry into Educational Leave and Productivity found that top German leaders from industry, labour and government consider the German apprenticeship scheme to be a keystone of one of the most successful economic systems in the world over the past four decades.[29]

In Canada, at present, the network of opportunities for skill development providers is extensive. It is not uncommon for a high-technology industry like Alcan to spend 4 percent of its payroll on training or upgrading, or to find the Bank of Montreal, which employs 27,000 people nationally, to be training 4,000 employees during working hours in order to keep up with technological change. Courses range from week-long seminars on personal lending for loan officers to a year-long branch administrators' program designed primarily for new graduates.

In Alberta, the well-established Further Education Councils, and the regionalized education programs in British Columbia and Saskatchewan, already provide adult learners with access to local counselling and funding, and serve as regional brokerages co-ordinating the community's learning resources (e.g., libraries, school boards and voluntary associations).

In this era of cutbacks to education and declining enrolments, in some cases mature students have helped keep universities solvent. At the University of British Columbia part-time students outnumber full-time regular students three to one. It has been suggested that colleges and universities may well compete with private companies for the adult education business dollar.

Also the media as providers of adult education is being established in Canada. For example, the University of Western Ontario set up a satellite degree course aimed directly at homebound women. Technology-enhanced distance education such as radio, cable television, Telidon, and teleconferencing have implications for the equal participation of remote or disabled workers. This application would impact heavily on the equity aspects found to be deficient in the international experience. Women, natives, the handicapped, and the rural worker could all more effectively be drawn into a national skill development leave program by use of distance education.



The following description of the Canadian union movement activity in relation to educational leave is taken from an article by O'Malley in the International Labour Review, 1982. In Canada, the regulation of labour relations and the power to legislate on labour standards lies mainly, but not exclusively, within the jurisdiction of the provincial legislatures. About 96 percent of the total labour force is covered by this legislation.

Since 1977-78 the Federal Government of Canada has provided grants to central trade union organizations for the purpose of establishing labour education programs to enable officers, staff members and potential trade union leaders to acquire a more extensive knowledge of the labour movement and its goals, and the skills necessary to perform their jobs in the trade union movement. Courses for trade unionists are provided by the Canadian Labour Congress affiliated unions, the Labour College of Canada, the Canadian United Auto Workers, the Atlantic Region Labour Education Centre, and a number of other provincial centres as well as private and public sector unions.

The most often quoted Canadian collective agreement containing paid educational leave provisions, and one considered to be significant, is the March 1977 Agreement between Rockwell International (Canada) and the United Automobile Workers (UAW). It has since served as the basis for negotiation of other agreements.

The number of paid educational leave provisions in major collective agreements is increasing. Labour Canada collective agreement statistics for March 1980 showed that 9.5 percent of the 1,035 major agreements outside the construction industry contained provisions for educational leave with regular pay; 8.3 percent for educational leave; 6.0 percent for paid sabbatical leave; 9.8 percent for leave for union business paid in whole or in part; and 56.8 percent for training or retraining not related to technological change. Employees in the public sector, 19.3 percent of agreements, were much more likely to receive regular pay while on educational leave than those in the private sector, 4.5 percent.

In 1979, 32 major agreements provided for changes in, or the introduction of, educational leave provisions. These appeared for the first time in about three-quarters of them.

New Technology and Skill Development Leave

In an August 1982 paper, "New Technologies and Professional Training New Group Initiatives" the European Economic Community stressed the need to "close the gap which has opened up over the last twenty years between its own high technology industries and those of Japan and the United States".

The methods to address this required bridging were presented as follows:

"The training systems in the Member States need to be adapted accordingly, taking into account the diversity of their structures, to ensure a steady improvement in the quality and content of the training opportunities on offer throughout adult life.

For the firm, it is a question of rapidly adapting itself to the demands and pressures of the market and of technology. For the individual worker, it is increasingly necessary to be able to add new skills and competence throughout his or her working career. A strategy of continuing education and training is therefore an essential prerequisite to achieve the necessary flexibility and adaptability of the work-force. A once-and-for-all approach to training has been rendered even less appropriate by the advent of the new technologies. Planning for training provisions will have to take account of the short and long term needs of the firms and of the individual workers."

Adapted from *New Technologies and Professional Training. New Group Initiatives for the Period 1983-1987*, Appendix B, European Economic Community, August 1982, pp. 2-3.

There is also evidence of a need for more trade unionists and managers to be better trained and educated in a broad range of labour subjects. This may influence the further development of both trade union and management education and the extension of paid educational leave.[30]

The biggest obstacle to promoting paid educational leave in this area may be the federal structure of Canada with the major responsibility for education, labour, and health and safety matters residing at the provincial level.

3.3.3 Conclusion

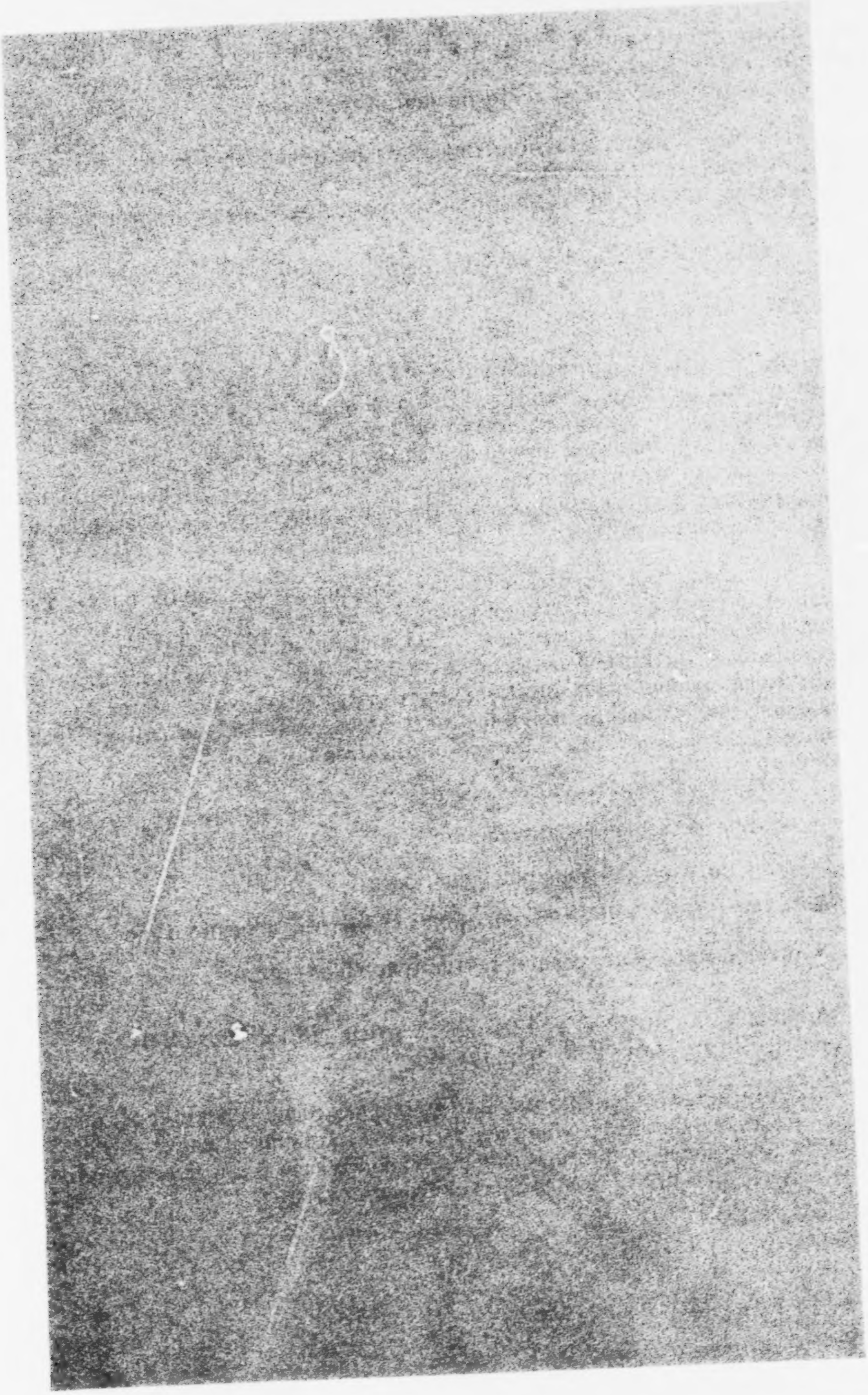
The fact that an increasing number of Canadian adults are returning to school full time, despite significant financial and other barriers, suggests that a general right to educational leave would be welcomed and appreciated by many. The growing trend toward mid-career change, which is a logical concommitant of contemporary socio-economic and demographic conditions, suggests that the population is in a state of 'learning readiness' for a national skill development policy.

The uncertainty about areas of future economic growth and the changing skill requirements of industry; misgivings about the capacity of the formal and informal learning structures to adapt; and consideration of the experience of the European and other countries with various training adjustment models, paid educational leave in particular, will all have profound implications for the educational directions and labour market policies Canada must take in the very near future if it is to:

- improve the competitiveness of industry;
- develop its technological potential;
- bring inflation and unemployment down;
- bridge the gap between 'vocational' and 'general' education; and
- provide equal educational opportunity to all its citizens.

A quote from Luttringer and Pasquier's article "PEL in European Countries," 1980, sums it all up in this way:

> "Adjusting vocational training to employment entails not only training jobseekers but also paving the way for the retraining of individuals or whole groups, facilitating individual mobility, and preparing employees to live and survive in conditions of economic crisis."



3.4 INTERNATIONAL EXPERIENCE — IN SUMMARY

While there is much diversity from one country to another in approaches to educational leave, all have very similar objectives. These are:

- to maximize adult vocational training in a changing society; and
- to utilize fully the educational system in strengthening the industrial base, to meet changing labour market needs, and to minimize unemployment.

Every country which has embarked on an educational leave initiative has found that it must address similar program questions:

- For whom is the leave intended?
- How is it to be granted?
- Who controls the right or approval to take leave?
- How frequent, and for what duration, is the leave to be?
- What is the main source of financial support? and
- Who will provide and select the curricula?

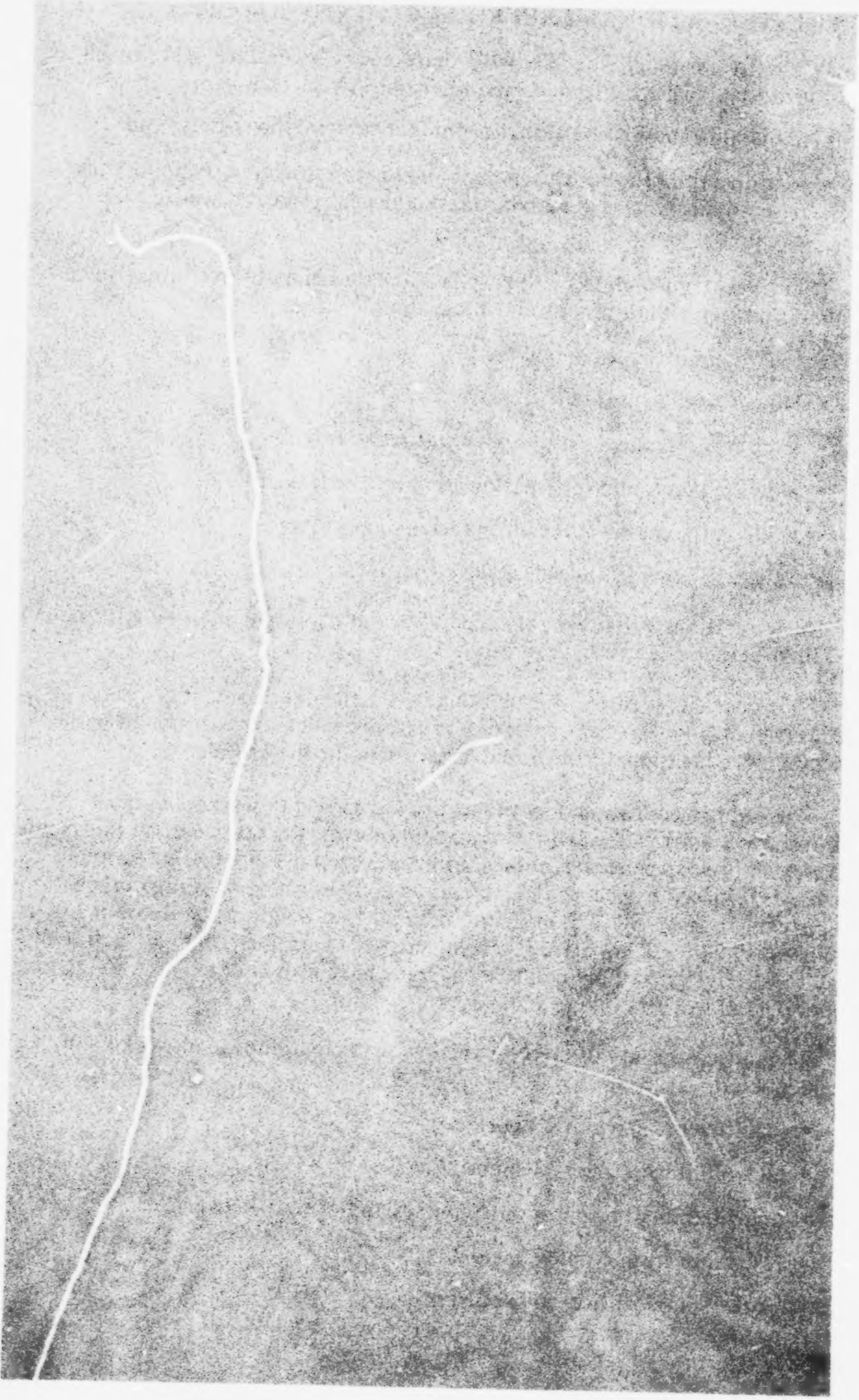
Such questions will inevitably need to be addressed in detailing a Canadian Skill Development Leave Program.

The general procedure, internationally, for the development of paid educational leave has been to design programs which are vocationally necessary, educationally desirable, and economically feasible.

The right to educational leave has been available to workers in most European countries for nearly a decade, however, the exercising of this right has been limited. Statistics show that people are far more likely to attend courses initiated by their employers, than courses offered through other agencies. In Italy, 30,000; in Belgium 20,000 (in Belgium the fund for use in support of educational leave has been left with a surplus), only a fraction of all those eligible for paid educational leave have ever claimed it. Annual numbers of workers taking such leave are small.

Several reasons are offered for the low participation rate of workers in educational leave:

- insufficient financial support;
- lack of information and counselling;
- unavailability of appropriate courses and of course givers;
- resistance from employers; and
- workers anxiety over job security.



Many countries, desiring economic and social health, have tried to overcome the inertia of people in accessing educational leave. A number of these have undertaken to promote the concept in several ways, with varying degrees of success. In Sweden, the mass media and the unions were rallied to promote special introductory leave programs for those least likely to seek educational leave. Experiments were carried out in residential areas and in the workplace. The participation rate grew to be 25 percent in the former and 40 percent in the latter.

In France a public advertising and familiarization campaign was mounted by the government; unfortunately it did not succeed.

In Germany and particularly in Italy, the unions have succeeded in promoting and encouraging educational leave.

In examining the international experience certain basic design implications for Canadian Skill Development Leave options were apparent. Evaluated according to a set of basic design principles the following have been considered.

To Provide Access and Equity

The European experience suggests that educational leave is primarily taken advantage of by those already highly educated or highly skilled. Those with the least formal education are least likely to apply for such leave. It is hoped that an expansion of information and counselling will help alleviate some of this problem.

In Germany particularly, paid educational leave is justified on social grounds for those who were deprived of a basic education the first time around. Some see it, then, as an instrument for equalizing educational opportunity.

To Develop Co-ordination

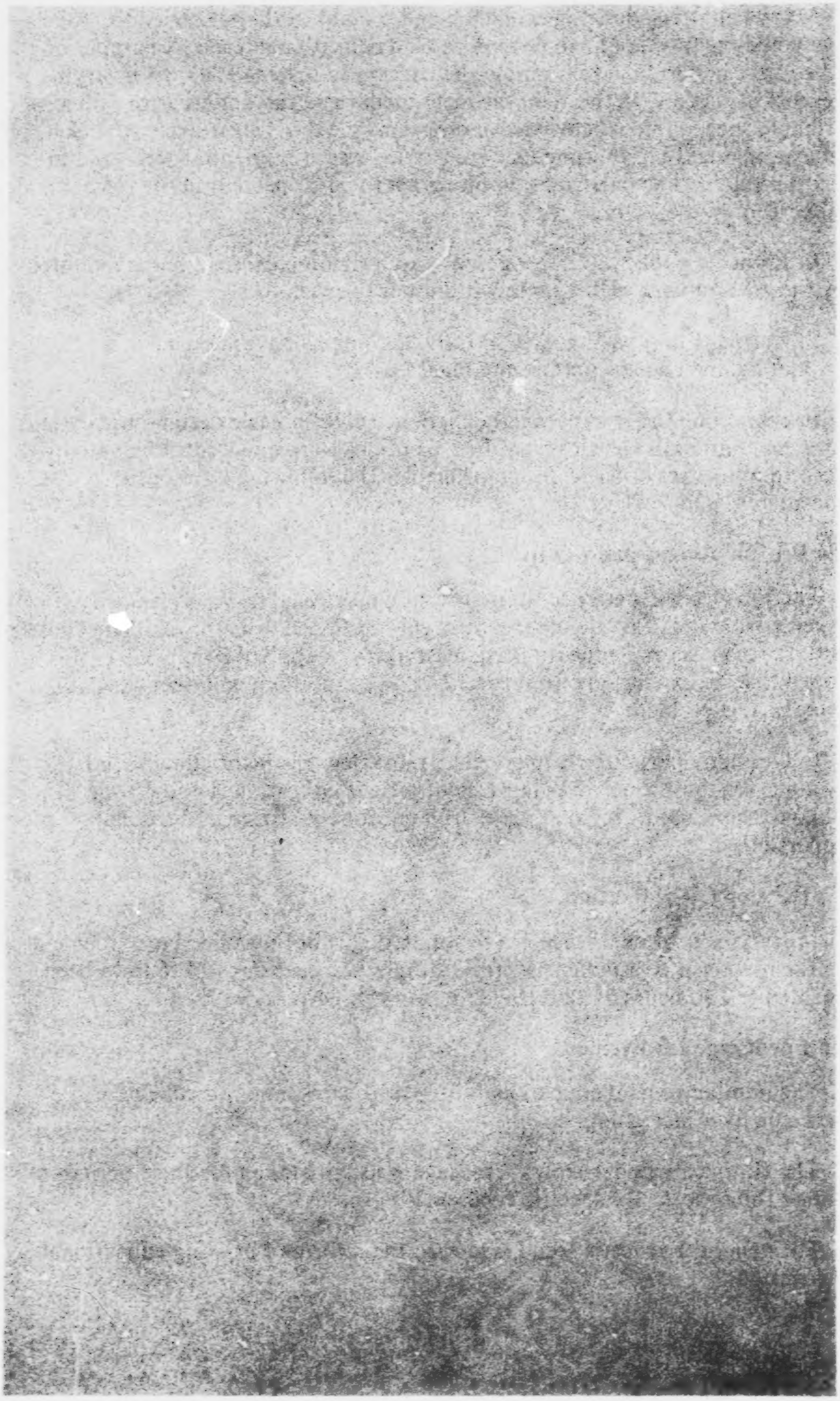
In Italy, educational leave is a negotiated part of the collective agreement. In the metalworking industries, for example, workers since 1976 have been entitled to 250 hours of paid leave for every three years worked.

To Encourage Involvement

The number of paid educational leave provisions in major collective agreements is increasing.

The European model shows that leave is usually taken for short periods of one to three weeks for specific vocational purposes.

The general European trend is toward the reform of existing educational institutions.



The prevailing international trend in allocation of responsibility regarding paid educational leave is towards decentralization.

To Improve Coverage

Some countries rely on state agencies for granting and controlling leave; others depend on mechanisms arising from collective bargaining.

During the late sixties and early seventies, the Scandinavian and Common Market countries moved toward strengthening employer sponsored forms of training.

To Identify Financial Support

As one might expect, the more developed countries can devote more resources to this kind of recurrent, follow-up education, while the lesser developed nations are more concerned with providing the basics, literacy and numeracy.

In Australia, provision for paid educational leave is thought to be best handled through present schemes used in providing financial assistance to students. This method was chosen over the more widespread mechanism of introducing a levy on employers, as is the practice in Belgium, France, West Germany and the U.K.

Interestingly, the United Kingdom has moved away from a levy-grant system of financing toward a reliance on voluntary arrangements between firms and their employees with industry to defray training costs.

Non-wage costs of educational leave are picked up by the state: in Italy through subsidies for books and travel; in Germany through state support of labour market schemes and the subsidy of schools.

In the Canadian context, a paid educational leave policy should provide for interventions in the traditional cycle of education/work/retirement. Canadian policy makers must decide which way to implement skill development leave: free market initiative, collective bargaining, or legislation. The international experience favors legislation.

PART II

PERSPECTIVES

Introduction to Section on Perspectives

A major responsibility of the Task Force was to study, analyze and present the perspectives of labour, industry, governments and the public towards skill development leave.

Extensive consultations were held with Provincial and Federal government representatives, labour union delegates in five regions of Canada and major employer associations. The public attitude was determined through a study and Gallup Poll conducted by the Canadian Association for Adult Education and the Institut canadien d'éducation des adultes, combined with information-seeking meetings held in various parts of the country.

The perspectives reflect the opinions, concerns and suggestions expressed to the Task Force members and are presented as perceived and understood by each sectoral representative.

CHAPTER FOUR

INDUSTRY PERSPECTIVE

INDUSTRY PERSPECTIVE ON SKILL DEVELOPMENT LEAVE

4.1 PRINCIPLES

Access to a general education is a basic right that is fundamental to Canadian society, and the opportunity to partake of it should be open to every citizen.

The provision of basic education to completion of the secondary level (academic, vocational, technical, or commercial) is the responsibility of society through its agents: various levels of government.

Post-secondary education should be available to those who wish it and can meet the entrance requirements. Those who benefit have the responsibility of sharing the cost.

Skill development leave is directly related to work and affects people in the occupational aspect of their lives while employed. Skill development leave is clearly in the continuing/adult education field and benefits vary considerably among the individual, the organization and society.

While the right to participate can be granted, effective participation is voluntary and requires an acceptance of obligations and responsibilities. An attitude characterized by co-operation, dialogue and understanding is an absolute necessity if educational leave programs are to benefit and contribute to Canadian society.

4.2 GENERAL EDUCATION: PRIMARY AND SECONDARY

Governments have already established the right of Canadians to receive tuition-free primary and secondary education (academic, technical, vocational and commercial) which is fundamental to the development of the ability to function in an increasingly complex society.

Secondary education is a basic requirement for entry to the post-secondary level, and is often used by industry as a hiring standard for employment and, if not, it later becomes the requirement for skill development and training.

Basic education, to the completion of the secondary level, is supported in whole by the taxpayer and is the foundation for recurrent or continuing education.

A large number of students in primary and secondary education become drop-outs (estimated 20-25%). This group accounts significantly for the functional illiteracy in Canada and presents a major roadblock to skill development and recurrent education.

If the foundation is shaky, that which is built upon it will be unsound. Governments must exercise the leadership necessary and take the required action to ensure that illiteracy is eradicated and a solid base is established to support all further education and skills development.

Industry urges the federal government to co-operate with the provincial governments to ensure that the basic educational rights already granted to Canadians are not lost by those who, through inequity, have foregone the right to participate. Each and every student who leaves school before completion of their secondary education should be provided with a continuing opportunity to obtain a basic education, free of tuition charge, through part-time study or full enrolment.

4.3 GENERAL EDUCATION: POST-SECONDARY

In spite of a lack of overall goals and educational policies, Canada's system of post-secondary education ranks among the most comprehensive in the world. Through an extensive system of grants, scholarships and loans, many qualified individuals have been able to obtain the level of education to which they aspire, or for which they qualify, regardless of individual financial circumstances. The pragmatic and short-term policies that have achieved this high level of post-secondary education in Canada are no longer viable in a society which is facing an era of profound change and uncertainty.

It is recommended that the future long-term development of educational policy be placed on a firm, goal-oriented footing. The leadership role rests with the Council of Ministers of Education. Business and labour should be consulted, and the public given a clear understanding of the importance of these goals.

One of the criticisms most often heard of our formal education system is that education and training are not always in tune with labour market needs, and the economy is not recovering sufficient return for the huge amount of money being spent. A disturbingly high number of graduates do not find work related to their needs, if they find work at all.

Industry recognizes that a great deal of socially useful education takes place at the post-secondary level that is not, and should not be, related to labour market need. However, based on predictions of future skill shortages, the need for greater research and development, and technological innovations, it believes that governments must not only intervene in post-secondary education in the short term, but establish long-term goals ensuring that education and training serving the national interest are available to students.

In the short term, faculties of applied sciences should be encouraged, through a redirection of existing funding, to provide the facilities, equipment and teaching expertise to graduate a sufficient supply of qualified people to meet the constantly changing demands of the economy.

In the long term, policies must be developed placing our educational goals on a path to serve the future of all Canadians; the future as reflected through the adoption of national goals. This may mean the reorganization of our university institutions, with a separation of applied science faculties from pure science and arts, so that funding can be more responsive to changes in direction in the economy.

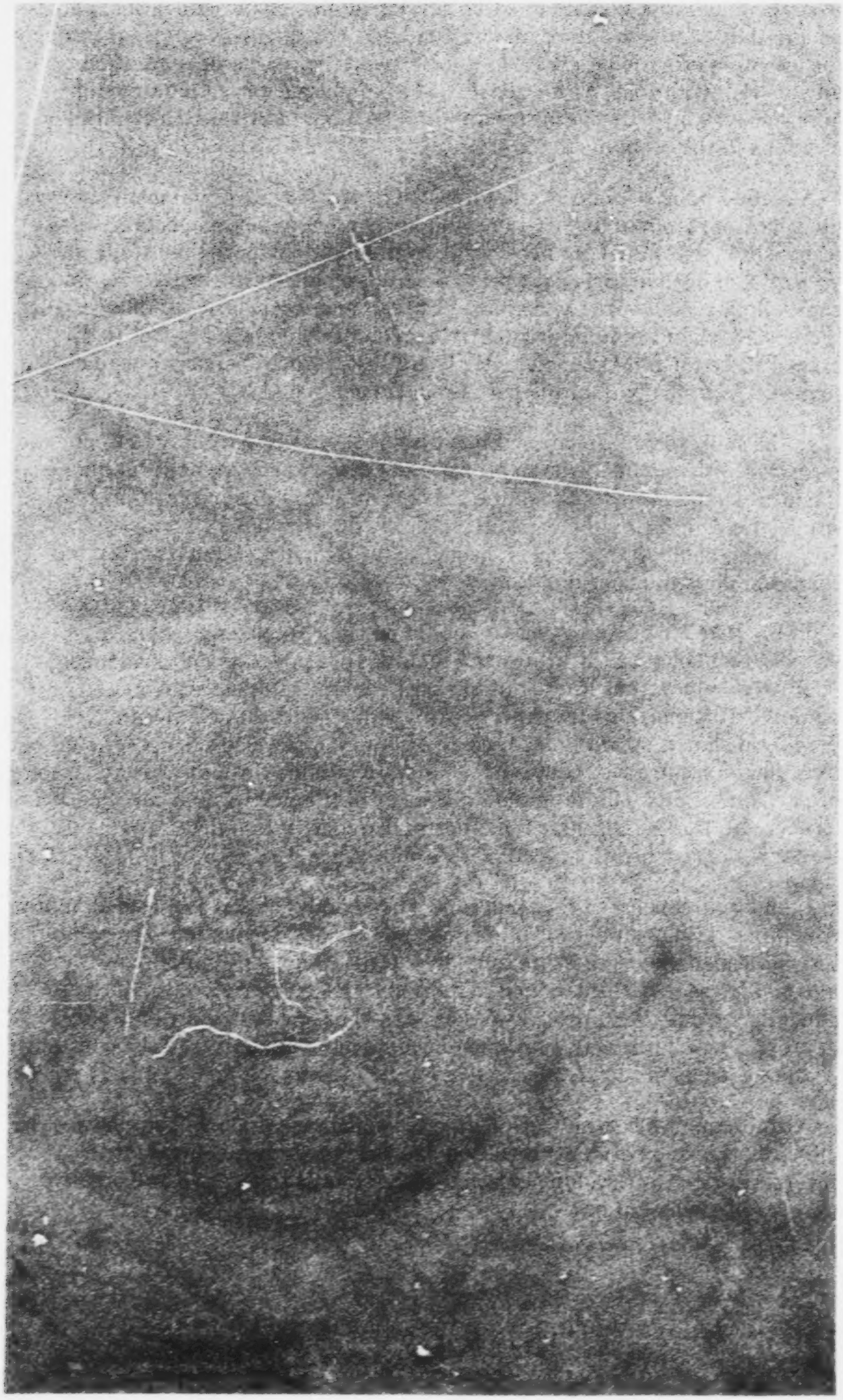
A second point of concern about post-secondary educational institutions is their lack of response to part-time students, and here governments have a responsibility. Courses are not readily available to the part-time student; information on courses is not always accessible; administrative offices and counselling services are closed most evenings and weekends, but most of all, there is a lack of funding for part-time students who must pay fees that exceed those for full-time students. These Institutional barriers must be removed from the path of the part-time student.

In the short term, educational institutions should be encouraged to provide for part-time students through proper and adequate government funding. Residency requirements should be reduced or eliminated in the applied science field. Information on availability of courses should be widely distributed and entrance requirements, other than institutional accredited courses, taken into consideration.

In the long term, consideration should be given to placing technical schools, technological institutes and faculties of applied sciences on a co-operative system, thus improving the cost/benefit ratio of facilities and equipment. Reporting and paperwork by industry for students while employed should be minimized. Degree courses in applied sciences should be examined for entrance requirements; made available through a combination of part-time study with minimum residency requirements; and certification or accreditation standardized in order to be recognized universally throughout the education system.

Industry is concerned that in a time when creative ideas are needed, many educators are not supportive of change, and needed innovations are being resisted because they can threaten job security. The question of tenure at universities should be examined in light of the need for relevance in education. Educational institutions appear to have a monopoly on what is appropriate and relevant, they must become more adaptable to the constantly changing needs of society.

At the same time as education adapts to changes which will emphasize the close relationship between education and the workplace, its goal for the future must be the development of a system that is innovative and creative, that teaches why not how.



4.4 GOVERNMENT

Providing and maintaining educational institutions that will have to meet our future needs are not the only ways in which governments can directly affect education and its contribution to society.

The federal government has a primary responsibility to ensure that the unemployed are provided with marketable job skills. They have responded with the National Training Act, and now need to respond further, in a way that encourages participation and provides motivation.

Unemployment Insurance should be examined with a view to providing incentive for training. The principle of a bonus payment over and above basic Unemployment Insurance, either in amount or eligible time, should be considered. Funding for bonus payments and training costs should be from a source other than the Unemployment Insurance Fund.

Unemployment Insurance should also be studied with respect to those persons who quit the work force to return to school on a full-time basis. These students have qualified for Unemployment Insurance but are not available for work and so are denied payment. Even if the present ruling is maintained, should not the student become immediately eligible, without the prescribed waiting periods, when he does become available for work at the end of the school year? This is particularly important in a time of recession when the student cannot find work of any kind.

It is recognized that expansion of Unemployment Insurance coverage may open the system to abuse. However, the government should not hesitate to improve the system for the many who will benefit, simply because it might lead to abuse by a comparative few.

The federal government should examine all its taxes with respect to students. It is suggested that the change, to forward averaging of income tax, from the former general averaging, works against the student who left work, completes school and returns to work; and is also of very little value to employees in lower income tax rates.

Government should establish a registered skill development fund, similar to a Registered Home Ownership Savings Plan, which could be used by individuals as a base for funding their further education. It is recognized that such a fund would not have universal benefit but it would serve a very useful purpose for self-employed professionals who have a strong need for maintaining and improving their professional status.

The federal and provincial governments should work with industry and labour, by providing grants and/or incentives, to encourage further skill development within industry without adding direct cost to the selling price of the product. Any existing legislation which favours firms where there is an employee representative should be reviewed and changed so that all workers can be equitably treated.

"The effectiveness of government manpower training policies depends, to a large extent, on adequate data on costs and benefits of alternative training programs. The nature of our questionnaire responses indicates that such data are only rarely available. An analysis of the costs of training programs in a variety of Canadian settings should be an essential item on the agenda for future research. Provision of technical and methodological assistance to business in the area of evaluation of training program effectiveness is a logical extension of this proposition."

Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University, Kingston, Ontario, April 1983, p. 87, Background Paper 13 prepared for the Skill Development Leave Task Force

Governments should recognize that education is not a service to be delivered, it is a process requiring co-operation and participation. The responsibility of government should be to encourage co-operation and assist in developing joint ventures between educational institutions and industry at the level nearest the groups who are participating. Legislated responses which ignore the co-operative and participatory process would be counter-productive.

Governments should work towards achieving an increasing awareness of opportunities and programs already available. There are many sources of information but not enough are readily accessible.

The federal government, together with business, should make a determined effort to create a standard for the measurement of productivity gains resulting from skill development. Can we determine any relationship between education and productivity? Over the past 10 years productivity has declined, while government training expenditures have increased by a significant amount. If skill development within industry is to be encouraged a cost/benefit measure is required.

At Procter and Gamble in Hamilton, Ontario, the use of modular training, self-paced on the part of the learner and based on performance and competency, reduced training time for machine mechanics and pipe-fitter welders from four years to two and a half years. Employees and students benefitted considerably. This approach should be studied as an alternative to existing apprenticeship programs. In addition, consideration should be given to establishing apprenticeship schools with modular training programs, simulated work situations, and functioning on a co-operative basis. Employers could hire from the schools, provide on-the-job training, and the student could then return to school. Learning time would be reduced and indentureship terminology removed. In a work reduction situation, the student would return to school and continue his studies.

4.5 INDUSTRY

Industry has a large stake in skill development related directly to occupational/vocational training and, where it has chosen to develop them internally, has accepted responsibility.

In the short term, the constant renewal of production facilities; technical changes; improvement in the quality of working life; lack of supply from outside sources; and the competitive position of the company all demand changes in the tasks that employees perform. Just to keep up to date, employees will be required to upgrade constantly their skills and qualifications. Employers take prime responsibility for such specific training and have paid and will continue to pay for their own training programs. Expenditures will be geared to increase productivity.

"The results of our survey suggest that the Canadian business community perceives the need for expansion of industrial training activity. The majority of business firms, however, are not prepared to cooperate in implementing government initiatives which include legislated right to leave or training levy/grant schemes. It is our conclusion that skill development leave policy initiatives should not be introduced until reasonable employer cooperation is ensured."

ibid., p. 86

In the long term, expansion of the economy; international competition; new product research and development; and the rapid rate of technological change, will require that industry has a work force that is skilled, experienced, innovative and adaptable. Skill development will have to change from "know how" to "know why" and creative learning will be a necessity not a luxury.

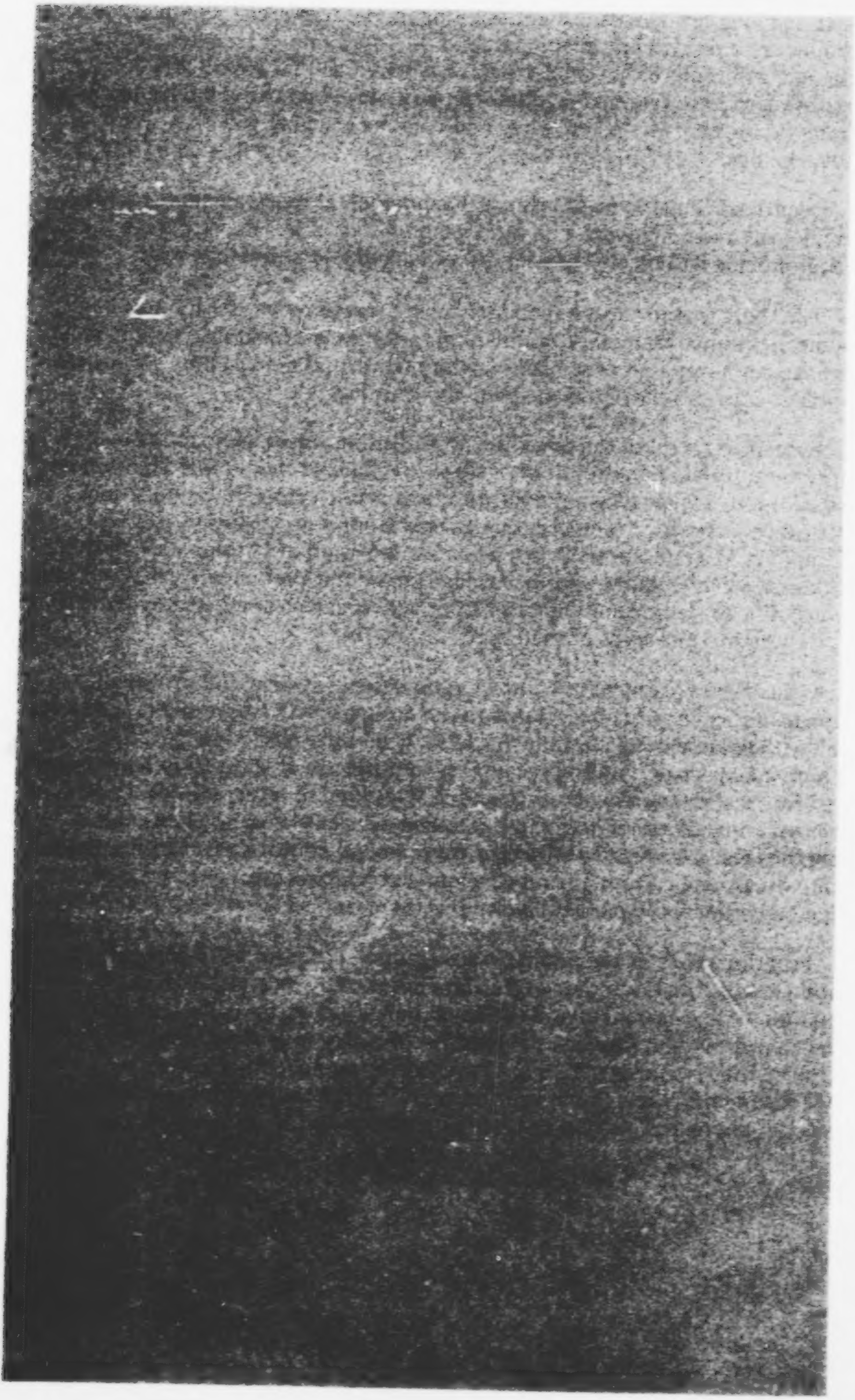
Recurrent education will become a fundamental requirement for both employees and employers, and retraining by way of leave to adjust to the new requirements will receive greater attention and add additional cost.

The short term needs are presently being served by on-the-job training; some apprentice training; tuition aid programs; classroom instruction, on and off the employer's premises; business seminars; and limited time off to attend specific courses relating to occupational training.

Industry uses all of the educational institutions to supplement its own specific training: Universities, colleges, technical schools, and high schools. In addition, a wide range of non-profit and profit-centered organizations provide courses for which certificates or diplomas are awarded. The Canadian Manufacturers Association's submission of February 1979, to the Commission of Inquiry on Educational Leave and Productivity, lists a dozen non-profit organizations and over 20 private organizations used by industry for upgrading the skills of their staff.

Industry is a segment of Canada's educational system and provides opportunities for learning related to the occupational aspect of workers' lives while they are employed. Industry has a need for well-designed skill development programs and recognizes that the use of short term leave helps to bring training and workers together. This kind of integrated program is an essential ingredient of many well-planned efficient training plans, and requires the co-operative efforts of government, educational institutions and employees, to ensure that skill development benefits everyone at a cost that can be borne by the parties involved.

Programs such as the maintenance training program at Hamilton's Procter and Gamble illustrate the new initiatives taken by industry with the co-operation of government and the educational institutions. This program was developed by the company; the Ontario Ministry of Colleges and Universities; and International Correspondence School for Employee Management Development of Montreal. In industry's opinion it achieves most of the objectives of a skill development program including leave for training.



The company required machine mechanics and pipe-fitter welders:

- trainees were selected from employee applicants;
- modular training reduced training time from four years to two and a half years;
- the Ontario Employee Sponsored Training Program was used;
- the skill training program was a joint venture among the company, the government and the International Correspondence School, an independent industrial training organization;
- International Correspondence School test results were accepted by the Government as suitable standards for trade certification; and
- employees studied two afternoons a week at the plant and worked the rest of the time under supervision of a skilled mechanic.

The initiatives of industry, government and educational institutions combined to:

- provide training on a reasonable cost/benefit ratio;
- enhance productivity by reducing training time;
- establish employee self-paced learning;
- provide leave from work for training; and
- establish acceptable certification other than through attendance at an educational institution.

The Procter and Gamble program is only one of many that is presently being instituted by industry but it, perhaps, best defines the result of co-operation by all parties involved in the educational process.

Surveys previously conducted on the amount of training done by industry have left an assumption that business does not spend sufficient money on training and upgrading its employees.

An in-depth study of a major manufacturer in a high-tech industry revealed:

- the cost of training new graduates for the first three months of employment, during which the graduate has no work, was not segregated as a training cost, it was simply stated as a cost of doing business; and
- the time of engineers sent to study a product, its design and manufacture, and then return to train employees within the home plant, was not designated as training and certainly not as skill development leave. It was simply a business cost and part of the employee's job.

"The fact that the responding firms were unable to supply details we requested on a number of aspects of their skill development programs is revealing in itself. There was a lack of information on the occupational categories of participants, their age and educational characteristics, as well as the general absence of any systematic information on the length of employees' post-training history. Similarly, the amount of information on costs of training programs operated by the responding firms was rather limited and its quality poor. All of this seems to indicate that inadequate attention is paid by private industry to the process of human capital formation and utilization. Together with the observed ad hoc nature of existing procedures for the evaluation of program effectiveness (Section 3.3.5), these observations lead to the conclusion that the majority of Canadian firms are unable to supply the pertinent information for a cost-benefit analysis of their training programs."

ibid., p. 84.

Had this firm reported this type of training activity as a training cost, their yearly budget for training would have been increased by approximately $500,000.

The chartered banks are involved in occupational training and skills upgrading through the programs offered by the Institute of Canadian Bankers, and through their own internal training programs.

The banks operate comprehensive training programs for employees at all levels in their organization. These programs provide basic skill upgrading as well as training in technical, supervisory and managerial skills. A wide variety of instructional techniques are employed, including computer assisted instruction; group and participative learning; on-the-job coaching; and program instruction manuals for self-paced learning. Training may take place in a classroom, a simulated work environment or on the job, and there is a definite trend to reducing the classroom phase of programs and moving training closer to the job.

Many programs are structured on a modular basis and can be tailored to the particular needs of an individual or a small group at a reasonable cost.

All the banks have a number of links with educational institutions. They have participated in co-operative programs offered by various universities and community colleges, and assisted in setting up courses and preparing instructional manuals for other institutions.

The scale of the banking industry's training and education program is reflected in its annual expenditure on training which amounted to $51 million for 1981-82. Had the cost of employees' salaries been included while they were being trained, either in a classroom environment or on the job, it is estimated that the total expenditure figure would increase to over $105 million.

In checking with other businesses it appears that much training is carried on but the cost is not allocated to training for good and sufficient reasons within that business. One concludes, therefore, that previous surveys, such as conducted for the Adams Commission, do not present training costs which are realistic and that the general assumption on industry training is incorrect and employer cost of training does not receive proper recognition.

The generally accepted definition of leave within industry is:

> *Authorized absence from work, with or without pay, for a predetermined period of time.*

Leave for purposes of training or upgrading skills has been restricted in practice to those skills directly related to the employee's occupation or the general business interests of the establishment.

Historically, leave has been granted unilaterally by the employer or in some instances negotiated with a union as a part of a collective agreement.

"With regard to the degree of acceptance of a range of possible, policy approaches designed to increase the level of firms training activity, the main finding is a substantial opposition to the introduction of a legal right to skill development leave for every employee, and of a levy/grant system or a payment similar to the Unemployment Insurance program."

Ibid., p. 83

Industry has strenuously objected in the past to recommendations of Task Forces, Commissions of Inquiry, and others who have advocated a right to educational leave whether paid or unpaid.

All objections previously raised are still considered valid and any new definition of skill development leave which broadens the interpretation historically taken by industry and thus changes the basis of industrial relations in Canada is opposed by employers.

4.6 INDUSTRY PERSPECTIVE — IN SUMMARY

The integration of work and time off as a mechanism for training and upgrading employees' skills is already in place, is proving to be effective, and will become more prevalent as new technology is introduced to the work place.

Skill development can reduce problems within the labour market by providing a more flexible and adaptable work force which can allow changes in industrial strategies. Skill development cannot directly create jobs but can facilitate increased productivity and competitiveness.

Low level and redundant skills exist among the unemployed and, with high unemployment there are over one million workers already on leave and available for training.

The responsibility for skill development must be relative to the expected benefit. This can best be achieved by agreement between those involved.

4.6.1 Education

Future expansion of skill development training and skill development leave as mechanisms to encourage such training is dependent on a number of changes in the field of general education and the following actions are suggested:

- ensure that Canadians do not lose their opportunity for completion of secondary education;
- attack illiteracy through broad, readily available programs in special adult education classes;
- ensure that the curricula in schools prepare students in the skills used in working life;
- provide counselling to students that is relevant and effective for job and career planning;
- reorganize and fund post-secondary education so that it can respond and be adaptable to long-term national goals; and
- increase the availability of, and give accreditation for, part-time studies.

"The survey detected a strong opposition to the concept of a legislatively established right of every Canadian to a skill development leave: almost 75 percent of the responding firms with programs and over 61 percent of responding firms without programs were opposed. The underlying theme of their reaction (which . . . including responses of those who reject legislated right to leave) was the desire to concentrate in the hands of management the maximum amount of control over training programs."

ibid., p. 80.

"Approximately 82 percent of the responding firms could not support the training levy scheme for financing skill development programs . . ."

ibid., pp. 80-81.

Business and industry are opposed to skill development leave as a universal right and reject the proposal for Canada to ratify International Labour Organization Convention 140 on paid educational leave.

Business believes that the primary responsibility for the design and provision of specific occupational training within industry must reside with the employers as they best know their training and manpower needs.

The design and provision of general occupational training for the development of a qualified, skilled, adaptable work force to meet long term national goals is the joint responsibility of government, industry and labour.

Skill development which primarily benefits the individual is the responsibility of the individual and society.

4.6.2 Government

Industry urges the Federal Government in the short term to concentrate its efforts and money on skill development within the ranks of the unemployed and plan for the institution of programs which enlarge on skill development leave for the majority of working Canadians over the long term. The following actions are suggested.

4.6.3 Short Term

- provide increased bonus incentives over and above Unemployment Insurance to encourage training and skill development among the unemployed; funded separately from unemployment insurance;
- extend the term of Unemployment Insurance as necessary to prevent drop-outs from training programs;
- include training programs in the negotiation of work sharing/short work week arrangements;
- review tax legislation with a view to removing any disincentives for workers returning to school full time. Future averaging appears to be such a disincentive;
- eliminate the prescribed waiting periods for Unemployment Insurance for the worker who returns to school full time and on completion cannot find employment;
- improve employment counselling at employment offices and encourage women to enter new and different occupations; and
- ensure that information on training programs is readily available, clearly understood, and reduce the amount of red tape that apparently has restricted the use of government programs in the past.

"This study makes no attempt to review and evaluate the full range of policies and programs in support of Canadian industrial training, since this has been done, to some extent, in several recently published government reports. The reading of these documents conveys an impression of a confusing network of proliferating programs and initiatives, both federal and provincial, often loosely coordinated and sometimes inconsistent. In relation to industrial training, they have been criticized on the grounds that government assistance appears ineffective in subsidizing general training programs in industry, precisely where government support is most needed (Simpson, 1983)."

ibid., pp. 84-85.

"An examination of this background, in our opinion, is essential in an attempt to understand the strength of the objections expressed by our survey respondents to some of the potential government policy initiatives. One source of the negative attitude (and even outright hostility) to new programs and policies is clearly resentment of "yet more government intervention". Another source, however, seems to be the sheer complexity of the whole network of training schemes and the resulting feeling of frustration on the part of potential users (both employers and employees) in attempting to absorb the necessary information and gain equitable access to suitable programs."

ibid., p. 85.

"The idea of a Registered Educational Savings Plan was supported by almost 60 percent of respondents, but tax incentives for industrial training were considered by far the best approach.

Overall, the main concerns of the respondents were: minimize the amount of government intervention, to guarantee that businesses have an input into policy formulation and implementation, and to ensure that safeguards of employers' interests are put in place to prevent misallocation of resources invested in skill development."

ibid., p. 81.

4.6.4 Long Term

- encourage and support joint ventures with industry and educational authorities to develop modular training programs at all levels of the education process;
- increase research and development spending and provide incentives to encourage industry to do so;
- consult with business and labour to identify the range of knowledge and skills used in working life;
- increase assistance to educational institutions responding to the teaching of these competencies; and
- provide tax relief and direct financial incentives to industry for skill development programs.

A suggested approach could be:

a. amounts spent by industry on training programs over a determined percentage of payroll and up to a determined maximum be written off at one hundred and thirty-three and one-third percent;

b. amounts up to one percent of payroll spent directly on providing leave for skills development be written off at one hundred and fifty percent; and

c. increase direct incentives for training in nationally designated occupations according to the Canadian Occupational Projection System. A redirection of corporate taxes would ensure that all industry pays; that industries providing training would be rewarded; and that incentive payments are directed toward national goals.

- institute a registered educational savings plan, similar to a Registered Home Ownership Savings Plan, which would work to the specific advantage of self-employed professionals and perhaps be of value to others.

4.6.5 Industry

Industry endorses the following co-operative actions:

- the introduction of co-operative training programs designed to reduce training time, permit certification without necessarily attending an institution and provide opportunity for self-paced learning;
- preparation of:
  a. long-term occupational needs to meet national goals;
  b. the range of competencies needed in working life;
- encouragement of educators, training instructors, and counsellors to become knowledgeable of industry's requirements, and provide instructors to the educational institutions from qualified industrial personnel;
- with government, the designing of tax measures and incentive programs that permit funding to be directed to meet national goals;
- encouragement of business education in schools, particularly emphasizing the opportunities and risks of the small business enterprise; and
- support for skill development leave where it contributes to the needs of the organization and the individual.

CHAPTER FIVE

LABOUR PERSPECTIVE

". . . educational strategies should locate workers as the active subjects of social and economic change, not as passive objects of a process imposed upon them. In particular, within the sphere of educational leave, we believe a model can evolve for learning that is flexible, lifelong and widely accessible. Large-scale investment in the curiosity, creativity and intelligence of working adults can sow the seeds for a more democratic and productive industrial life in this country."

> D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave": Ontario, Spring 1983, p. 1, Background Paper 19 prepared for the Skill Development Leave Task Force.

". . . what is called for is a coherent approach not to one issue, skill development, but the complex of interrelated problems that Canadian society is facing – skill shortage, high unemployment, polarization of the labour market, and insufficient worker and social participation."

> Kjell Rubenson, "Barriers to Participation in Adult Education": Department of Administrative, Adult and Higher Education, University of B.C., Vancouver, B.C., March 1983, p. 34, Background Paper 4 prepared for the Skill Development Leave Task Force.

LABOUR PERSPECTIVE ON EDUCATIONAL LEAVE

5.1 INTRODUCTION — OR HOW THIS LABOUR PERSPECTIVE TOOK SHAPE

Once the labour movement was invited, and decided to accept the invitation to join this Task Force, despite being faced with a disappointing change in name (the dropping of the internationally customary title of Paid Education Leave, which is written into Canadian union programs and several collective agreements), it became evident that a democratic consultation process would produce the most useful expression of labour's concerns and aspirations. Therefore, in addition to getting the valuable input of officers and staff of the Canadian Labour Congress and to meeting with the National Education Advisory Committee of Congress, it was decided to set up a series of Regional Meetings.

The labour spokesperson on this Task Force would like to take this opportunity to thank the facilitators and reporters of the Regional Meetings: John Kingston in the Atlantic Provinces, Normand Caron in Quebec, D'Arcy Martin seconded by Ian Curtin in Ontario, Noel Stoodley seconded by Frank Hart in the Prairies and Northwest Territories, and Frank Wall seconded by Art Kube in British Columbia. They brought together a broad spectrum of active trade unionists concerned with educational needs, from men and women working in the shop or office to local officers and staff and to presidents of provincial federations of labour. Through the Quebec regional meeting and individual conversations, it was also possible to obtain input from the Confederation of National Trade Unions, the Canadian Teachers' Federation, the Canadian Federation of Labour and the Quebec Union of Agricultural Producers (UPA).

Because of the fundamental importance of provincial and regional experience and concepts to the healthy formulation of federal policies in this field, this chapter of the report was put together after the Regional Meetings were held. They produced valuable insights; varying, as well they should, because of the specific local problems that surfaced realistically from Moncton to Vancouver. Through them all runs one common thread: the aspiration of working people in this country for more education and training and for paid education leave in order to win equitable access.

"Data processing technology wiped out 4,500 jobs between 1974 and 1980, in the federal government, according to the union, while creating 2,014 . . . For each position created by the new technology in the administrative support field, more than two positions have been eliminated."

John Kettle and Marc Zwelling, "Policy Reflections on Skill Development Leave": John Kettle Inc. and Vector Public Education Inc., Toronto, Ontario, April 1983, p. 26, Background Paper 26 prepared for the Skill Development Leave Task Force (quoting a Public Service Alliance of Canada policy paper on "Technological Change Office Automation", 1982).

"People will adapt nicely to office systems if their arms are broken. We're in the twisting stage now."

William F. Laughlin, Vice-President of I.B.M., cited as speaking of employee resistance to the fully automated office, in a report: "Race against Time: Automation of the Office", 9 to 5, the National Association of Working Women, Cleveland, Ohio, April 1980.

"Between one million and two million jobs in Canada will disappear by 1991 because of technological and structural change in the economy, according to a confidential federal study".

Ministry of State for Economic Development. (Adapted from The Rocky Road to the 1990s), as reported in The Globe and Mail, Toronto, Ontario, May 4, 1983, p. 1.

"In all likelihood the new technology will not create enough new jobs to replace those that evaporate", not to speak of the "estimated two million more people who will need and want to work by 1991 . . . It is difficult to see these; new technology, resource projects and new services such as fast food and care for the aged; creating the three to four million new jobs that will be required."

ibid.

"Member countries of the European Common Market (European Economic Community) face an employment problem of massive extent in the next 10 to 15 years says a major report written for the EEC Commission. They (authors of the report) told an Ottawa press conference that Canada faces many of the same problems as Europe in adapting and adjusting to fast-paced change brought about by innovations in technology."

Globe and Mail, Toronto, Ontario, May 24, 1983, p. B1.

5.2 BASIC PRINCIPLES

All Canadians have a right to a basic education, defined as Grade 12 or its equivalent. Those who for whatever reason left school before reaching that level have the right to catch up. Canadian society has everything to gain from having a citizenry possessing the social skills and knowledge to cope with the increasing intricacy of modern life. Canadian industry has everything to gain from having workers possessing the basic knowledge and skills that are essential; to living and working in a period of increasing high technology and to fashioning technology into a tool for a brighter future for all Canadians.

Since this is basically a social right, the main responsibility for organizing the needed programs should be that of society. Since industry also profits from these programs, it should logically assist in giving some degree of time off with seniority protection and continuing basic protective benefits for the worker and his/her family during study periods.

In this period of continued and unacceptably high unemployment, with the likelihood being voiced by many knowledgeable sources that increasingly higher and more labour-saving technology will prolong the human suffering for years to come, we are faced by the challenge of rising levels of functional illiteracy. This is part, and an important part, of a broader challenge to all of us. Education and training must rapidly be expanded and improved and serious efforts must be made to make access to those studies far more open and far more equitable than is now the case.

That is the challenge, and the Canadian Labour Congress, in its testimony before the Adams Commission in February 1979[1] made it clear that the main mechanism for response is Paid Education Leave (PEL).

Numerous trade union spokespersons and others from all walks of life, including even a far-sighted minority of employers, have made the same point, then and since then. The Adams Commission and a number of other governmental and advisory groups have said the same. The Canadian Association for Adult Education and the Institut canadien d'éducation des adultes, in their respective public opinion studies of April 1983 for the Skill Development Leave Task Force, show that seven out of eight Canadians sampled across the country favour Paid Educational Leave.

The Canadian labour movement is deeply disappointed that four years after the Adams Commission Report nothing has been done to implement any of its recommendations including particularly, the ratification of the United Nations' International Labour Organization Convention 140 on Paid Educational Leave.

Labour did not join this Task Force to participate in making excuses for inaction on the educational needs of Canadian working people. It is time that government moves. By its inaction it calls into question the usefulness of participation in commissions or task forces.

"It is impossible for the federal government to attack the question of skill development unless federal action has a demonstrable effect on the employability of Canadians. In the current environment, that means a special focus on the requirements of people most likely to face dislocation by the applications of new technology — the people who are not major beneficiaries of the training enterprise currently."

> Doug Lauchlan, "Skill Development Leave and the Semi-Skilled Worker", Spring, 1983, p. 5. Background Paper 12 prepared for the Skill Development Leave Task Force.

"One of the major conclusions of the survey that we undertook is that worry about job security is at the heart of the entire debate on the future and development of recurrent education . . . The ICEA-CAAE survey emphasizes the fact that two of every five workers (40 percent) see clearly that their job has already been greatly (15 percent) or somewhat (25 percent) affected by new technology."

> Adapted from ICEA, "Adult Participation in Education and Training and Educational Leave Needs". Montreal, Quebec, April 1983, pp. 33-34. Background Paper 14(B) prepared for the Skill Development Leave Task Force.

"Recommendations for Federal Government Action

a. Ratification of ILO Convention No. 140

We recommend that Canada ratify Convention No. 140 of the International Labour Organization. Ratification by Canada would demonstrate a commitment to the above goals and recognition that educational leave is an appropriate, and in some cases a necessary, method for achieving the objectives."

> R.J. Adams et al., "Education and Working Canadians". Report of the Commission of Inquiry on Educational Leave and Productivity, Labour Canada, Ottawa, Ontario, June 1979, p. 223

> Note: While the Canadian Labour Congress criticized the formulation of educational leave being simply "in some cases a necessary method" rather than the core mechanism of an education strategy, the CLC has been increasingly critical of government failure to do anything about the recommendation, moderate though it was

In addition to ratification, and ratification of international treaties and conventions is a federal prerogative as confirmed in 1937 by the Judiciary Committee of the Privy Council of Canada, there is a need for direct implementation.

"I can think of no social program which holds greater promise than this one for the benefit of individual workers, for employers and for the country at large. Paid education leave could be a valuable instrument for giving workers a second chance. It is aimed at not only enabling the individual worker to find his or her place in occupational life, but also to develop his or her potential as a citizen in the social and political life of the country."

> The Honourable John Munro. Speech by the Minister of Labour for Canada, on behalf of his government, at the plenary session of the International Labour Conference in Geneva, June 13, 1977, p. 2.
>
> (That was three years after the adoption of the ILO Convention 140 on Paid Educational Leave. Six more years have passed since then.)

It is worthy of mention that in the "Adams Report" employers responded that PEL should not be "legislated" but rather "negotiated". Ironic that employers who prefer to have this as a negotiated item have continued to say "No" at contract time.

> John W. Kingston, "A Study of Trade Union Experience Relating to Education in the Atlantic Provinces", Moncton, N.B., Spring 1983, p. 15, Background Paper 17 prepared for the Skill Development Leave Task Force

In Germany, "it is probably fair to say that the leave provisions in collective bargaining agreements have a marginal impact in comparison with the various legal entitlements to paid leave".

> Adapted from: Hans Schutze, "Educational Leave in the Federal Republic of Germany", OECD, Paris, November 1982, p. 19.
>
> Note: Details on a number of unions with PEL agreements are outlined later in this chapter.

Trade unions are strong believers in Collective Bargaining. Without waiting for government implementation, several unions, with encouragement from the Canadian Labour Congress, negotiated collective agreement clauses on PEL with employers in both the private and public sector. Important as they are, they cover only a small minority of the trade union membership and of working Canadians.

Canadian labour has always tried to take seriously its civic responsibility to all working Canadians, not only to its organized members. Canadian labour fought for, and helped win, free public education for all Canadian children, not only for those of its members. Canadian labour fought for, and helped win, retirement pensions and now needed improvements for all older Canadians, not only for its own older members. Canadian labour is fighting for, and intends to help win, the extension of Paid Education Leave to all working Canadians, not only to its own members. Canadian labour believes we are our brother's keeper.

Canadian labour therefore cannot go along with the suggestion that PEL be limited to the bargaining table, where only a certain number of unions, most of them being the stronger ones, have been able to win PEL. Labour does not believe in running to parliament to solve every disagreement with management. But labour believes very strongly that a parliamentary democracy and democratic institutions are there to be used for the social progress of working Canadians.

The federal government, separately from the ratification of ILO Convention 140 on PEL, can and should implement PEL in the areas under its clear and sole jurisdiction. This can be done administratively and through collective bargaining for the approximately 600,000 employees of the federal public service. It can be done by amending the Canada Labour Code for the other approximately 600,000 employees who come under the jurisdiction of that code.

"Jurisdictional disputes, in the field, between federal and provincial governments must be recognized as destructive to the goal of building a recurrent education system that links working with learning."

> D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave", Toronto, Ontario, Spring 1983, p. ii, Background Paper 19 prepared for the Skill Development Leave Task Force.

"Quebec labour organizations emphasize that in this area it is the responsibility of the government of Quebec to implement a Quebec policy on educational leave in the spirit of Convention 140 of the ILO, adapted to the changing conditions in the labour market and to the needs of workers . . . and for the negotiation of technical and financial arrangements with the provinces to broaden this right to all workers, whether unionized or not, whether presently employed or not."

> Normand Caron, "Experiences, Attitudes and Intentions of the Quebec Labour Movement with respect to PEL": Montreal, Quebec, April 1983, p. 10, Background Paper 20 prepared for the Skill Development Leave Task Force.

CLC, agreeing with the Business Council on National Issues, calls for the establishment of a 'Labour Market Institute' and believes that this would be the effective way to link employment and training policies. The CLC statement also criticizes the National Training Act for providing "no mechanism to ensure that all employers pay their fair share of training costs" and proposes the establishment of a levy-grant system of financing training.

> Adapted from: The Canadian Labour Congress, "Statement to the House of Commons Committee on Labour, Manpower and Immigration on the National Training Act", Ottawa, Ontario, June 17, 1982, pp. 1-3.

The Canadian Association for Adult Education and l'Institut canadien d'éducation des adultes jointly point to the weakness of the NTA, under which "in order to respond to the needs for trained employees in the high technology sector, funds must be re-allocated to this sector from existing educational upgrading and adult basic education", citing an Economic Council of Canada report with similar conclusions.

> Interpretation from: CAAE-ICEA, "From the Adult's Point of View", Toronto and Montreal, October 1982, p. 20.

It is evident that legislative implementation for the eight-ninths of working Canadians subject to provincial labour code jurisdictions will require federal-provincial consultation and a federal readiness to encourage provincial initiatives, both politically and materially. By doing the right thing, by taking the initiative for its own, 'one-ninth of all currently working Canadians', the federal government will be in the position to say: 'Go ye and do likewise'. Then, as the Report of the Quebec regional labour meeting pointed out, it will be up to public opinion in each province, and that means labour and educators and other forward looking people in each community, to join in getting each province to do likewise.

The development of effective national education and training policies means using this mechanism of paid educational leave as the major mechanism in reaching the millions of Canadians who are, or want to be, in the work force. However, labour is well aware of the fact that no job-related training policies can be coherent when, as is now the case, there is no coherent policy on jobs.

The National Training Act of 1982, even in the first year of its application, can hardly predict or project the designated national occupations, to serve as a basis for training, in an economy in which jobs, even skilled ones, are as 'scarce as hens' teeth' and with what the CLC calls "the conspicuous lack of a coherent industrial strategy within which to place the federal government's proposals for training."

The CLC concludes that "Taking people off unemployment rolls and putting them into training programs, while at the same time doing nothing to create jobs is not a 'new' approach to training. It is the same old one".

There are just two basic issues:

- more and better education and training; and
- more open and more equitable access.

"In Canada so far, there has been more talk and presentation of general principles than actual action to implement a system of recurrent education. The fundamental weakness in establishing recurrent education in Canada has been the lack of a scheme of student finance combined with entitlement to educational leave, in other words, paid education leave."

Frank Wall and Arthur Kube, "Rationale for PEL and Recurrent Education": B.C. Federation of Labour, CLC, Vancouver, B.C., Spring 1983, p. 4, Background Paper 18 prepared for the Skill Development Leave Task Force.

The Atlantic Region report tells of a company which needed highly skilled fitters who were not getting sufficient training in the Manpower-supported program.

"The Union Committee suggested an Apprenticeship Program with six weeks per year Block Release. The Company agreed to the Unions proposals on the whole system until it reached the part of the Company making up the difference in wages. At this point they proposed that they would 'Top Up' to 50% of the employees' regular earnings citing that they believed the employee must sacrifice something.

The Union, although, not agreeing to this argument was forced to accept this proposal as a starting point. The proposal came into effect in 1979 and immediately two first class welders applied. After completing their first division they requested to opt back to their old jobs stating that it was acceptable to drop in pay to go through the Apprenticeship Program but that the loss of 50% of their earnings was more than they could bear. No one has utilized the Program since."

Interpreted from: John W. Kingston, "A Study of Trade Union Experience Related to Education in the Atlantic Provinces": Moncton, New Brunswick, Spring 1983, p. 11, Background Paper 17 prepared for the Skill Development Leave Task Force.

"The current emphasis in manpower policy debates on shortages in specific skilled trades should not obscure the need for an overall industrial strategy and a commitment to full employment policies."

D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave": Ontario, Spring 1983, p. 4, Background Paper 19 prepared for the Skill Development Leave Task Force.

5.3 MORE AND BETTER EDUCATION AND TRAINING

More and better education and training is so urgent a need at every level of industrial life, in both the private and public sectors, that failure to move ahead will seriously compound the economic and social difficulties we now face. On this there is virtual unanimity.

The various costs of a specific education or training program can be inferred, estimated and analyzed; but what are the social, economic and human costs of the failure to educate?

What will it cost not to learn how to use, innovate, develop and handle technological change in Canada? What does it already cost to conduct skill recruitment searches abroad and, at the same time, to pay unemployment insurance and welfare costs, with the all too frequent attendant costs of human suffering and intensified individual and family problems of the laid-off Canadian workers?

More education must be available, really available, to Canadian workers. It must continuously be improved in quality and made increasingly appropriate to their needs of today and tomorrow.

Some problems may arise when it comes to defining the 'more' and the 'better'. Labour is convinced that in addition to the general or basic education needed by so much of our adult population, both ILO Convention 140 and the more moderate ILO Recommendation 148 have wisely spelled out the need for other study categories: vocational training 'at any level' and social, civic and trade union education.

The special collective agreement on new technology, signed March 1, 1983 between Nissan Motor Company of Japan and the 57,000 member All-Nissan Motor Workers' Union, combines commitments on prior consultation, health and safety and education and training, with total employment security.

"Education and Training

In introducing new technology the Company shall, for the purpose of enabling the Union members of the workplaces concerned to master skills and secure safety, provide the Union members with necessary education and training in accordance with their aptitude and ability.

Preservation of Employment

The Company shall neither dismiss nor layoff Union members for reasons of the introduction of new technology."

(Text of collective agreement supplied by International Metalworkers' Federation – Japan Council, April, 1983.)

"As many as 75 percent of Canadian high technology companies could disappear within five years, says Stanley Shapiro, marketing professor at Simon Fraser University of New Westminster, B.C. . . . Many small companies will either go bankrupt or be eaten up by their larger, more successful brethren, said Mr. Shapiro, former dean of the Faculty of Management at McGill University in Montreal."

Globe and Mail, Toronto, Ontario, March 25, 1981.

PARTICIPATION IN PROGRAMS BY FIRM SIZE

Firm Size	Percentage of Work Force Participating	Number of Days Spent
–99	9.2	6.0
100 – 199	5.7	4.4
200 – 499	23.6	9.5
500 – 4,999	21.0	4.3
5,000+	16.3	4.1
Total	18.1	4.3

Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University, Kingston, Ontario, April 1983, p. 30, Background Paper 13 prepared for the Skill Development Leave Task Force.

Vocational training in our modern world, with the increasingly high premium on rapid and often sophisticated changes, must be based on a multi-purpose approach. To the extent that jobs are there, Canadian workers must be able to understand them, fill them, and have some say about how they change. The best negotiated apprenticeship or retraining clause, however, is no help if there are no jobs; if there is no consistent labour market policy; and if high technology companies either compete each other out of business or, as Atari announced it was doing in February 1983, close down all production in North America and take off for Hong Kong.

As for the training, not only must it be geared to the updating needs of the workers, as well as the eventuality of occupational mobility, but the training itself must be updated in ways that combine the use of new techniques and technology with the specific human requirements of the learners for whom the training exists. To ensure that vocational training programs for workers that qualify for any sort of support, subsidy or tax incentive from public funds are set up and run in accordance with the needs of the workers involved, labour insists upon the need for parity with the employer in decision-making. Obviously this does not apply to managerial training, in which labour recognizes management's prerogative in decision-making, nor to trade union training, in which labour has the prerogative.

The scope of workers' education must be set by the goal of involvement and leadership in the process. Public attitude studies, such as those conducted to provide background information for this report, show that people, especially today, are worried about the relationship between learning and getting or keeping a job. At the same time people are aware that they need to know more about their rights in order to protect themselves and their jobs.

This need was also underlined in the Regional Labour Reports and Meetings mentioned earlier, which made clear, on the one hand, the relation between job protection and knowledge of labour and human rights legislation and, on the other, the social skills needed to assure those rights. That is also the practical reason that increasing emphasis is now being placed by trade union education programs, on the community and the economy in which we work.

The widespread nature of such emphasis is underlined by the latest French labour relations law, known by the Minister's name as 'Auroux Laws', in February 1983, giving an immediate paid leave of one week, beyond all regular paid educational leave provisions, for all members of works committees in every workplace in France, to study the economic framework of their firm's activities.

"The Jean Commission expressed the hope that the government would recognize movements and organizations as authentic agencies of educational action in our midst. The preponderant role of non-scholastic organizations should be affirmed and the Quebec government should assure them sufficient resources to carry through their educative activities."

Adapted from: Michèle Jean et al., "Learning: A Voluntary and Responsible Action": CEFA (Jean Commission), Montreal, Quebec, 1982, p. 25.

"If lifelong education is going to become anything but airy ideas there must be a direct programme of action. One possible way for this to happen could be through some kind of paid educational leave system which would promote the distribution of education over the total life span of the individual in a recurring way."

Kjell Rubenson, "Barriers to Participation in Adult Education": Department of Administrative, Adult and Higher Education, University of B.C., Vancouver, B.C., March 1983, pp. 34-35. Background Paper 4 prepared for the Skill Development Leave Task Force.

When we consider the fact that the average time allowed for all types of training and education by industry, in those firms that allow any time at all for such purposes, is less than a week, we have a measure of the distance that must still be covered here in Canada. This is not to overlook or minimize the progress already made in union negotiations with individual companies or by public administrations in various parts of Canada, in establishing leave for programs, along the lines referred to earlier, for the minority of employees in both the private and public sectors, represented by unions strong enough to win Paid Educational Leave.

Explicit reference to the evolving need for new learning initiatives is made by the UN's International Labour Office, dealing with the provision of more advanced, specialized training for trade unionists active on various levels of labour involvement in the workplace, the industry, the national economy and even the international field. Dr. Roy Adams in his latest report to the Skill Development Leave Task Force, makes a similar point about the need for labour education for 'breadth and depth of knowledge and expertise'. That is no overstatement.

Just as labour should be involved in decision-making on education and training for workers, so labour believes that the most effective implementation of the learning process requires a maximum involvement of its members, the individual learners, in the choices to be made. Organized labour in Canada long ago learned the basic lesson of industrial society; that adequate defense of workers' rights and interests requires the ability and the strength to negotiate collectively with management and with other powerful elements in this society, including government.

In addition to the validity and legitimate expression of the educational interests of labour as a major group in society, learning has an individual nature that should not and must not be neglected.

Learning is an enriching and largely individual activity. Yet it does not take place in a social vacuum or in outer space, even there a sizable group supportive effort is a necessary condition for success. The trade union movement has its feet on the ground. It knows that more and better learning opportunities for the individual will be available when Canadians collectively insist upon more adequate budgetary, program and equity conditions. The work of Canadian labour educators has shown that the dynamic combination of individual and group commitment and of the exchange and sharing of experience in the workplace and community is a basic component of that enriching learning activity.

That disadvantage takes particularly flagrant forms when unemployment increases the power of those who handle hiring and firing ('firing' is the old-fashioned term that today's public-relations-minded management counsellors are replacing by 'dehiring' or 'disemployment') to increase the insistence upon 'diplomas' or 'certificates' of all kinds.

"While it is difficult to prove this form of discrimination, it has been found that credentialism has little basis in terms of the real requirements of employment in the primary labour market. A study by the National Council on Welfare indicates that education and skill requirements for entry into jobs in the primary labour market are unrealistically high".

Adapted from D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave" Toronto, Ontario, Spring 1983, p. 11. Background Paper 19 prepared for the Skill Development Leave Task Force

(Previous)	**(Post-school)**	
Educational attainment	**Learners***	**Non-learners**
Public (elementary) school	18	82
High School	43	57
Post-secondary	70	30
Family Income		
Less than $10,000	30	70
$10,000-$19,999	36	64
$20,000-$29,999	44	56
$30,000-$39,999	55	45
$40,000 and over	57	43

* "Learners" are persons who have returned to take what they consider to be courses at any time in their lives after their first interruption of continuous participation in formal education."

Adapted from CAAE, "Paid Education Leave" Toronto, Ontario, April 1983, pp. 21-22. Background Paper 15 prepared for the Skill Development Leave Task Force.

5.4 MORE OPEN AND MORE EQUITABLE ACCESS

All the Regional Labour Meetings in one form or another underlined this issue. The demand for more open access to continuing education and training is a normal and indeed a healthy reflection of the uneasy questions raised as to where the economy is going, and our skills with it. From there, to Paid Education Leave and a banked period (e.g., one year) of entitlement to education as a basic floor for all working Canadians and on, to specific proposals for disadvantaged groups (whose plight was particularly studied in the Prairies meeting); that is the road that can meet the needs.

Discussion and analysis of available figures show that nearly all workers are disadvantaged when it comes to continuing education and training. Indeed, apart from apprenticeship courses, the only groups in which a majority have had any type of post-school or adult learning are: a) those who already had post-secondary schooling and, b) those whose family income was over $30,000 per year.

The desire to overcome this generalized discrimination is one of the reasons that labour rejects proposals to give greater advantages to the few who are better off to begin with, particularly proposals such as that of registered education savings plans, that are subsidized with tax incentives paid for mostly by the wage-earning taxpayers.

"Children from low-income families are less likely than those from high income families to participate in post-secondary education, so that they will tend to have lower earnings in the future as well. Similarly females earn less than males, but female students tend to choose fields of study that are associated with traditional female occupations, so that their employment prospects are not often greatly different from those of women already in the labour force. Ethnicity and language are also related to participation in post-secondary education so that children from certain ethnic and language groups tend to go into the same occupations as their parents and hence to earn relatively low incomes."

B. Ahamad, "Skill Development Leave for Post-Secondary Education": Ahamad Consultants Inc., Ottawa, Ontario, March 1983, pp. 10-11, Background Paper 16 prepared for the Skill Development Leave Task Force.

The Atlantic Region Labour Education Centre (ARLEC) of the Canadian Labour Congress has for years been running an annual two week school, with usually a total of about thirty students from the four provinces. Despite the small number involved, the unions haven't even asked the employers to pay wages or anything else:

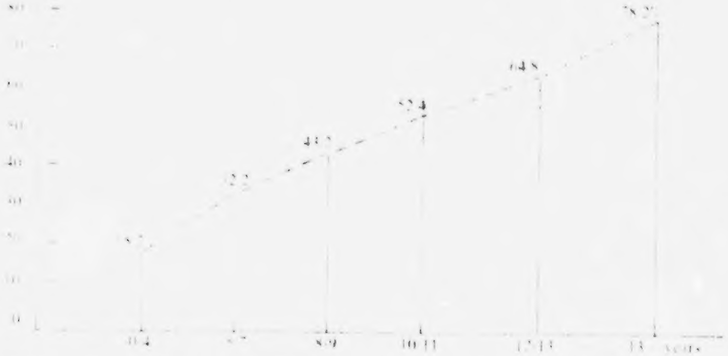
"Successful applicants from the inception of ARLEC to the present have and are being denied the right to attend because of employer reluctance to grant time off. Organized Labour finds it extremely ironic that when discussing wage increases with the employer, the employee can be replaced by the 30 (unemployed) workers knocking on their door for a job, yet this one employee becomes the most skilled, irreplaceable employee when leave of absence without pay is requested.".

Adapted from John W. Kingston, "A Study of Trade Union Experience Relating to Education in the Atlantic Provinces": Moncton, N.B., Spring 1983, p. 25, Background Paper 17 prepared for the Skill Development Leave Task Force.

"Statistics Canada estimates for November (1982) show that about 12.7 percent of employed Canadians hold university degrees, compared with 5.4 percent for the rank of the unemployed."

Globe and Mail, Toronto, Ontario, January 5, 1983, p. B13.

POST-SCHOOL PARTICIPATION BY YEARS OF PREVIOUS EDUCATION — QUEBEC



SOURCE: CROP-CEFA Survey, *Additional Data*, March 1983 (based on a 1981 survey).

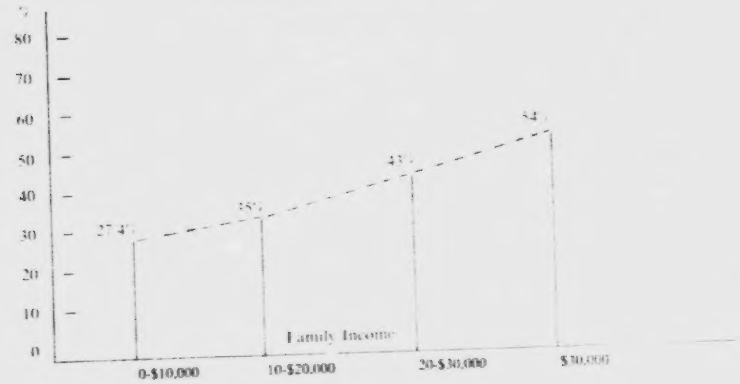
These data are clearly confirmed by the most recent ICAE-CAAE survey (1983), as shown by the following table: GALLUP (1983) — Q.2: Situation of respondent in terms of education, by years of previous education.

	YEARS OF PREVIOUS EDUCATION 0-7	8-12	13 +	AVERAGE TOTAL
1. Still at school	1.8	4.1	12.1	5.2
2. Left school and has never participated in any educational activities	80.5	54.7	26.2	54.0
3. Left school and has already participated in various educational activites	17.7	41.2	61.7	40.8
	100.0	100.0	100.0	100.0

Adapted from: ICEA, "Adult Participation in Education and Training and Educational Needs": Montreal, Quebec, April 1983, p. 5A, Background Paper 14(B) prepared for the Skill Development Leave Task Force.

NOTE: The discrepancy in the participation rates between the two surveys is explained by the different definitions (one wider than the other) of adult education.

PARTICIPATION BY INCOME



Adapted from: ICEA, "Adult Participation in Education and Training and Educational Needs": Montreal, Quebec, April 1983, p. 5A, Background Paper 14(B) prepared for the Skill Development Leave Task Force.

"... it (a registered education savings plan) would be of real use only to those with sufficient income to be able to set aside a portion for future personal education."

R.J. Adams, "Skill Development for Working Canadians - Towards a National Strategy": McMaster University, Hamilton, Ont., March 1983, p. 54, Background Paper 2 prepared for the Skill Development Leave Task Force.

"In a time of the worst economic crisis since the Depression, we have to ask if society can continue to afford to spend educational monies on a small, largely privileged segment of the population while the great masses get little or no benefits of the public expenditure on education."

Frank Wall and Arthur Kube, "Rationale for PEL and Recurrent Education": Federation of Labour, CLC, Vancouver, B.C., Spring 1983, p. 5, Background Paper 18 prepared for the Skill Development Leave Task Force.

Labour's concern for our technological future does not lead to joining any blind rush to redistribute current, overly limited education and training budgets, so as to increase publicly funded programs for those who are already privileged financially and educationally, with increased discrimination against working people and the disadvantaged groups. If there is to be an increased public effort to train post-secondary and, indeed, post-graduate level students, teachers and researchers, and indeed it is logical that there should be, labour rejects completely the possibility of promoting or even accepting such programs instead of, or without, added public efforts to overcome the barriers to education that face working people.

"The question of access for the underprivileged and dispossessed is ultimately critical to the main objectives of the Task Force. No government could develop policies for support of human development that ignored the plight of a growing minority outside the system. No government could overtly convey benefits to the relatively affluent and secure without offering assurances that those who need help are in fact getting it.

The encouraging fact is that some of the resources which must be developed to make retraining and new skill development effective, are precisely the keys to greater opportunities for those people who are marginal in the labour force."

Doug Lauchlan, "Access to the System: The Plight of the Outsider": Winnipeg, Manitoba, Spring 1983, p. 18, Background Paper 24 prepared for the Skill Development Leave Task Force.

"To live in the midst of a technological revolution and not understand it is a monstrous illiteracy".

Walter F. Light, Chairman and Chief Executive officer of Northern Telecom Ltd., in a speech to the Queen's University Council, Globe and Mail, Toronto, Ontario, May 18, 1983.

"... a large number of the functionally illiterates are illiterate because of an inability to learn in the classroom setting which would suggest a need for 'mobility of teachers' or the concept of bringing education to the worker at least in the initial stage."

John W. Kingston, "A Study of Trade Union Experience Relating to Education in the Atlantic Provinces": Moncton, N.B., Spring 1983, p. 20, Background Paper 17 prepared for the Skill Development Leave Task Force.

The approach suggested by that Atlantic Provinces report is also followed by the Metro Toronto Labour Council in its courses on English as the Language of Work (jointly with the Humber College Labour Studies Centre) and on Community Service, (with the cooperation of United Way), many of which — though by no means strictly union training — are held in union halls or even in the factory.

See Annual Report, Spring 1983, Metro Toronto Labour Council.

The negative alternative is to accept the ugly concept of a tiny elite, kept there by a mass of 'technopeasants', in the knowledge that the jobs of the latter are the easiest for unbridled multinational corporation 'decision-makers' to transfer to the lowest wage areas they can find on earth. The more positive approach is to improve education and training from the ground up, with the greater emphasis on broad, basic education, built upon to achieve understanding, involvement and a greater degree of security.

Government funding, and again that means funding by the public, can play this positive role. Labour intends to do what it can to build as broad as possible an alliance of public opinion in that direction. At the same time, public opinion has the task of helping business leaders to understand the need for increased training and education, as well as their need to avoid even the appearance of rip-offs of the taxpayer to pay companies at premium rates for programs they were carrying out or about to carry out anyway.

The robotization of factory jobs is more often recognized as a threat than is the office and clerical transformation, yet . . .

"As far as skills development goes, white collar employers have done little training themselves and so their employees have no familiarity of how training would look and feel where they work or under the sponsorship of their employer. Typically, white collar workers at the non-managerial level have no access to training . . ."

Adapted from: John Kettle and Marc Zwelling, "Policy Reflections on Skill Development Leave": John Kettle Inc. and Vector Public Education Inc., Toronto, Ontario, April 1983, p. 22, Background Paper 26 prepared for the Skill Development Leave Task Force.

While few women get into apprenticeship courses of any kind, a sizable proportion do get some post-school learning, education or training. However, the proportion is considerably lower than that of men . . .

men – 47%
women – 39%, and
women on the average took much shorter courses, and took less job related courses, and took far less of them during working hours, and were more likely to pay their own tuition and extra costs than men.

Adapted from: CAAE, "Paid Educational Leave": Toronto, Ontario, April 1983, pp. 22, 27, 32, 33, 36, 42, Background Paper 15 prepared for the Skill Development Leave Task Force.

The CEFA (Jean Commission) investigators note in their report that:

". . . there are more women than men in the following areas: clothing work (19% – 1%), arts (21% – 10%) and domestic and family-related subjects (7% – 2%). More men than women registered in the following areas: pure science (12% – 3%), skilled and semi-skilled trades (8% – 1%), administration (10% – 2%) and social science (15% – 9%)."

Adapted From: *Survey of adults in Quebec and their educational activities*: CEFA, Quebec, 1982, p. 161.

There is a lesson in efficiency as well as equity in spending to be learned from the easy-going, open-handed approach of the French government in the 1970s, that exaggerated the receptivity to innovative proposals from educational entrepreneurs and allowed large quantities of educational funds to be siphoned off by a mushrooming mass of uncontrolled intermediaries.

The largest group subject to specific discrimination in education and training is women. The disheartening litany of last-to-be-hired, badly paid, rarely promoted and first-to-be-fired is too well-known to be detailed here. More to the point is the tiny percentage of women in apprenticeship courses, the smaller proportion of women getting any kind of training and the usually dead-end types of training women do get, if they get any. No wonder that in 1982 more than two-thirds of all female workers in Canada were concentrated in just four occupational categories: clerical, medicine and health, service and teaching.[2]

In addition to that frequent confinement in what women's organizations, with justified anger, call job ghettoes, the chances are much greater for women who do find employment that it will be part-time.

Speaking for its growing proportion of women members and for the hundreds of thousands of working women who need union protection, as well as, for the other hundreds of thousands of unemployed women, those counted by Statistics Canada and those not, who need and want work; the Canadian labour movement believes that at the time when this Task Force calls for a new emphasis on education and training in this country must also be a time for positive action to break the patterns of sex discrimination in this country. This action must be double-barrelled.

"Indeed, women comprise 72 percent of all part-time workers, but only 35 percent of full-time workers. Men comprise only 28 percent of all part-time workers, but 65 percent of all full-time workers."

Marilyn Mohan and Gerald Swartz, "Part-time work and Skill Development Leave": Toronto, Ontario, April 1983, p. 4, Background Paper 32 prepared for the Skill Development Leave Task Force.

	WOMEN MEMBERS OF TRADE UNIONS	% OF ALL MEMBERS
1962	248,884	16.4
1980	932,883	30.2

Adapted from: CALURA Report for 1980 Statistics Canada, 1982, p. 41.

Labour's interest in getting more training and jobs for youth does not mean blind acceptance of any program as it is. "Employment experience programs must be better designed in order to incorporate the views of organized labour. Several of these programs have been found to have several faults:

(1) they do not provide for workman's compensation benefits to cover possible accidents.

(2) they are not teaching job skills, but rather exploiting young labour.

(3) they do not provide students with experience and familiarity with trade union roles.

Such features are important to providing not only a safe working environment for students, but also an effective and well balanced program which prepares students for the labour force. It is recommended that efforts be undertaken which seek to obtain union involvement in the design of these programs."

Adapted from: Noel Stoodley, "Problems faced by Workers in the Prairie Region and Territories, whose Access to Future Education and Employment is Affected by their Need for Adult Basic Education": Canadian Labour Congress, Regina, Saskatchewan, Spring 1983, p. 31, Background Paper 21 prepared for the Skill Development Leave Task Force.

To be effective it must address the need for affirmative action, to ensure that women are enabled to participate and do, in fact participate in education and training programs. That means support provisions, such as child care, which is largely but not only for women, and flexibility of programing, to account for family needs as well as work schedules. It also means pressure and obligation upon course organizers, whether they be managers, professional educators or union officials, to make sure that a fair proportion of women are selected, and that provision is made for breaking out of traditional job ghettoes.

At the same time, realism obliges us to recognize that some of the obstacles to women's participation are such as to require the promotion of special education and training courses, primarily those which help women overcome disadvantages in prior discrimination in learning and work experience.

Labour realizes that it would be unfair to blame the victims of unemployment or to punish them as if they were the cause. Labour therefore calls for an extension of unemployment insurance coverage to cover, without compelling them to do so, those who want to increase their schooling while unemployed, without either losing their right to compensation or being obliged to sit out an additional waiting period without compensation.

Labour shares the concern for continuing educational benefits of all types, for those such as youth and unpaid housekeepers, who do not yet, or no longer have employment, just as it shares their economic concerns.

Labour also feels that more or less independent producers; such as fish or agricultural producers, whether organized in unions that are directly a part of the labour movement, as is often the case in the fisheries, or in producers' associations that may frequently ally themselves with the labour movement, as sometimes occurs in agriculture; should be assured of coverage in national education and training policies and, particularly of access to and support for some form of education leave.

"Today more than $100 million a year is being spent on management training, according to Harry Kane, publisher of a twice-yearly guidebook called Short Courses and Seminars. Three years ago the figure was $60 million."

> Interview in the Globe and Mail, Toronto, Ontario, March 21, 1982, p. B1. (This, of course refers to programs outside the regular full-time school courses for college and university students).

That is the context in which "Canadian managers are going back to school. Worried by foreign competition and confused by a fast-changing business scene, they are rushing as never before to up-grade their skills at in-house training programmes, outside seminars, part-time university courses and personal self-improvement courses embracing everything from deep breathing techniques and Zen, to Yoga, self-hypnosis and dressing to impress . . ."

> Alan Thomas, "Learning in Society": Canadian Commission for Unesco, February 1983, p. 5.

GRAPHIC ARTS INTERNATIONAL UNION AND COUNCIL OF PRINTING INDUSTRIES OF CANADA

ARTICLE 15 CANADIAN GRAPHIC ARTS INSTITUTE TRAINING PROGRAM

It is agreed that the companies will contribute an amount of money weekly for each lithographic and photoengraving employee to the Canadian Graphic Arts Institute for the purpose of maintaining an Education Training Programme, the Canadian Graphic Arts Institute to be governed by a Board of Directors composed of equal representation from the Council of Printing Industries of Canada and the Graphic Arts International Union. The amount of money contribution, which is adjustable upwards or downwards according to the requirements of the Training Programme is $1.50 per lithographic and photoengraving employee per week.

Spending on management training in Canada, estimated over a year ago to have reached a hundred million dollars a year, (though figures of the Institute of Canadian Bankers lead us to believe that a similar amount is spent on training in that sector alone, most of it on management) is limited to a far smaller group of potential students, obviously far greater than the estimated fifteen to twenty million dollars a year spent by trade unions on education of their millions of members. About five million of the labour education dollars currently come from public funds, mainly the federal government. Another two and a half million dollars can be estimated as being funding of paid education leave programs negotiated by trade unions with the employers as part of the collective agreement package. The rest is paid out of the union treasuries as a share of the dues payments.

The Canadian Labour Congress, some provincial federations of labour and a few private or public sector unions, on the Canadian or provincial level have been particularly active in training worker educators. Teacher training has been a special emphasis in the work of the CLC's educational services and particularly its regional representatives from coast to coast and its Labour Education and Studies Centre; as well as of the well-established educational program of the Quebec Federation of Labour; of the health and safety program of the Ontario Federation of Labour; and of such unions as the United Auto Workers, the United Steelworkers, the Public Service Alliance and some smaller unions, such as the Canadian Air Line Employees.

Those same organizations and a few others, including the Ontario and British Columbia Federations of Labour, the Canadian Union of Public Employees, several provincial components of the National Union of Provincial Government Employees, the Canadian Union of Postal Workers and the Brotherhoods of Railway and Airline Clerks and of Railway Transport and General Workers; are among the unions running frequent staff training programs.

UNITED AUTO WORKERS AND ROCKWELL INTERNATIONAL PAID EDUCATIONAL LEAVE

The company agrees to pay into a special fund one cent per hour per employee for all compensated hours for the purpose of providing paid education leave. Said paid education leave will be for the purpose of upgrading the employee's skills in all aspects of Trade Union functions. Such moneys to be paid on a quarterly basis into a trust fund established by the International Union, UAW . . .

The company further agrees that members of the bargaining unit, selected by the Union to attend such courses, will be granted a leave of absence without pay for twenty days of class time, plus travel time where necessary, said leave of absence to be intermittent over a twelve month period from the first day of leave. Employees on paid leave of absence will continue to accrue seniority and benefits during such leave.

A newly negotiated CUPE clause covering 1,300 members working in nursing homes for 26 employers in the Province of New Brunswick.

Article 24.08 – Educational Allowance

(a) The Employer shall pay the full cost of any course of instruction required by the Employer for an Employee to better qualify himself to perform his job.

(b) The Employer will deduct 1¢ per hour off all Employees in the bargaining unit for the purpose of Education . . . The money will be submitted yearly based on the hours worked in the posted seniority list in January of each year.

Such Funds will be used for:

1. General, Social and Civic Education
2. Trade Union Education
3. Training at Any Level.

"The Commission on Educational Leave (in 1978) recommended that union representatives 'should have the legal right to take reasonable time off with adequate financial support to acquire the skills necessary to perform their functions competently.' This is a right which is all but universal in the western democratic world."

op. cit., R.J. Adams, p. 30.

The United Auto Workers were the pioneers in Canada in making a nation-wide policy and practice of negotiating Paid Education Leave for one month residential courses in union and civic education, on the basis of a clause under which the employer pays an amount, usually one cent per hour per employee, all year round, to the union's PEL fund. This approach, encouraged by contact with the International Labour Office and the experience of European unions, now covers some 86 percent of the UAW membership of about 100,000. Thanks to the active intervention of the UAW director for Canada, and that of his predecessor, now the president of CLC; of the education director, of the large pool of part-time PEL teachers; and of the small full time PEL staff: over 1,200 UAW local officers, stewards and other active members graduated from that course between the fall of 1978 and the spring of 1983.

Each year finds additional paid education leave programs suited to each union's needs and possibilities. Among them are: the programs of Steelworkers, the Graphic Arts Workers, the New Brunswick Nurses, locals of the Communications Workers, CUPE, the Machinists, the Brewery Workers and, most recently, the Textile and Clothing Workers.

Various Building Trades unions and Nurses' organizations have been prominent in setting up education leave agreements for vocational or, as the case may be, professional training.

For example: "Trade Unions in British Columbia have been authorized by their members . . . to provide each of our more than 15,000 stewards and officers with at least one day paid training and we have been further authorized to provide annually a week's paid leave for our more than 2,000 local activists. Our total annual budgetary commitment to paid educational leave for union training is in excess of two million dollars or more than 10 percent of our total annual income. Less than $100,000 of that comes from the annual Labour Canada grant. We would not have that approval if our members did not share a commitment to PEL."

> Frank Wall and Arthur Kube, "Rationale for PEL and Recurrent Education: Federation of Labour, CLC, Vancouver B.C., Spring 1983, pp. 13 — 14, Background Paper 18 prepared for the Skill Development Leave Task Force.

"CLC and a number of provincial alcohol and drug foundations have several joint labour-management programs of which education is an important part. CLC also has developed special life style programmes that are taught in all its week-long schools to promote better living habits.

CLC also works in special fields with unions such as the Letter Carriers, in promoting their ALERT programme of watching for the elderly, the handicapped and the sick, with broad education courses aimed at making all unions aware of the programme and encouraging their membership to cooperate. CLC currently (in 1983) spends approximately 40 percent of its total budget on educational and related services."

> According to Jim Brechin, Director of Education Services, CLC, in an interview July 8, 1983.

This means that unions must overcome a number of hurdles. One such hurdle is described as follows:

"We have found that members will attend in large numbers courses held under the auspices of the Union, but will effectively boycott the same courses with the same instructors when it is provided by post-secondary institutes."

> ibid., p. 12.

"It is an underlying theme of most recent reports that market forces and policy at the margin are not sufficient to overcome the existent problems. If both equity and productivity objectives are to be met then more robust policy initiatives are called for."

> R.J. Adams, "Skills Development for Working Canadians – Towards a National Strategy": McMaster University, Hamilton, Ont., March 1983, p. 69, Background Paper 2 prepared for the Skill Development Leave Task Force.

Furthermore, a number of unions have under way various other types of union training programs, financed largely through their dues structures. These include officer and leadership training and steward training, which are common to virtually all the unions that have any programs at all, including those; in all three levels of public service, in the major manufacturing industries, in the forests and mines, in the air, the post and the railroads. A smaller number of unions have begun to run special educational programs on specific issues of current importance, such as; Technological Change, Equal Opportunities, and Job Evaluation for Letter Carriers or Steelworkers. A handful of the bigger unions and provincial federations have reached or passed the yearly spending mark of a million dollars each and even some smaller ones are now spending about ten percent of their dues on education. In addition, the Canadian Labour Congress each year runs an intensive eight-week advanced Labour College, with courses of post-secondary level. All of this is being done with less than one hundred full time union educators in Canada, thirty of them in Quebec, including all sorts of unions.

5.5 TO GET FROM HERE TO THERE

The reason for the interest of the labour movement in training and facilitating the work of part-time worker educators, and of education delegates to advise and encourage their fellow employees, is clear. Labour wants to do its share in extending the advantages of continuing education and training to larger and larger numbers of workers and to involve those workers themselves in the choice, preparation and delivery of the programs.

That is why the labour movement not only does its best to use its own educational resources, but insists on the need for a national policy framework that will set the economic and human forces in motion to make this a country in which education and training are mainsprings of progress for all rather than tools of privilege for a few.

1. RATIFICATION OF ILO 140

"The Dutch government ratified the ILO Convention on PEL No. 140 on 14 September, 1976. One year later, in September 1977, . . . the Netherlands set up a committee on Paid Education Leave. The committee has been leading a national and international discussion, one of whose conclusions is that PEL must, as a matter of principle, benefit all groups of the population and cover all educational facilities . . . the entire Dutch population must eventually be able to benefit. In listing the considerations that guided the Committee to this conclusion, the chairman starts with the fact that the unemployment problem has become more serious."

Adapted from: Louis Emmerij, "PEL with Particular Emphasis on its Financial Aspects": OECD, Paris, 1982, p. 23.

"So far, most adult vocational training activities have been carried out by the undertakings under the stimulus of growth and the need for skilled manpower, but the economic situation is now marked by a different type of growth and the probable persistence of unemployment. Structural changes in the various branches and the changing pattern of jobs naturally intensify the need for vocational training, but it is no longer certain that the courses should be organized primarily by the undertakings and to further their own interests. Adjusting vocational training to employment entails not only training jobseekers but also paving the way for the retraining of individuals or whole groups, facilitating individual mobility, and preparing employees to live and survive in conditions of economic crisis. This will help to upgrade the types of training designed for economically active workers which are devised and provided outside the undertakings. Paid educational leave can be the guarantee given to each employee that he is free to undertake a course of training quite separate from those available in the employing undertaking, without prejudice to his advancement of job security. Paid educational leave can, therefore, facilitate and accompany industrial changes by promoting the development of vocational training even when undertakings find themselves forced by the economic situation to cut back their training programmes. It is also well adapted for fostering new functions that training may be called on to perform in a society where working time is considerably reduced: training also has a role to play in teaching people to make better use of their spare time and in providing an opportunity for engaging in activities that are not connected with production."

Jean-Marie Luttringer and Bernard Pasquier, "Paid Educational Leave in Five European Countries": International Labour Review, Geneva, 4, 1982, pp. 422-423.

Labour sees this as a national challenge requiring action at every level, including legislative, administrative and collective bargaining decisions for:

1. **RATIFICATION OF ILO CONVENTION 140 ON PAID EDUCATION LEAVE.**

We here will talk more logically of modern, responsible and forward-looking Canadian education and training policies, when we can honestly say that in Canada, as in Sweden:

"The principal object of educational leave is to promote equality of opportunity: it should enable those who have not had the benefit of adequate initial general education or vocational training to complete their education at the secondary or higher level and to improve their skills. It should also help wage earners to exercise the powers granted them in the undertaking within the context of industrial democracy; whether or not they perform the funtions of staff or trade union representatives, all should have the opportunity of improving their knowledge of economics, management, working conditions and work organization. Finally, it should ensure the development of genuine lifelong education and enable everyone to participate in social and political life."

Adapted from: Jean-Marie Luttringer and Bernard Pasquier, "PEL in Five European Countries": International Labour Review 4, 1980, Geneva, p. 412.

"This study ... reveals, among other things, that in view of the scope of needs expressed by the members in the field of vocational, general and union training and in view of the institutional barriers and obstacles to be overcome due to their individual and collective circumstances, the educational leave formula (as prescribed by the spirit and the letter of ILO Convention 140) is considered as the only formula likely to increase workers' chances for access to and participation in continuing education."

Normand Caron, "Experiences, Attitudes and Intentions of the Quebec Labour Movement with Respect to PEL": Montreal, Quebec, April 1983, p. 28, Background Paper 20 prepared for the Skill Development Leave Task Force.

"The relative simplicity of the ILO convention can be retained as an ideal form of PEL, to be aimed at in all humane and rational societies."

Alan Thomas "Skill Development Leave in Selected Industrial Societies: 1970-1983": Salasan Associates, Toronto, Ontario, Spring 1983, p. 11, Background Paper 1 prepared for the Skill Development Leave Task Force.

"Education leave is a method widely used to deliver management training."

R.J. Adams, "Skill Development for Working Canadians – Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, p. 25, Background Paper 2 prepared for the Skill Development Leave Task Force.

"... that Canada ratify the ILO convention on paid educational leave ... Ratification of this convention would be an indication of Canada's concept of access for workers to training and education."

> Adapted from: Economic Council of Canada report "In Short Supply – Jobs and Skills in the 1980's": Ottawa, 1982, p. 101.

"The confluence of these factors – unacceptable levels of aggregate unemployment and skill obsolescence – suggest to CAAE that government should address the PEL option with very serious attention. For CAAE, a Canadian PEL policy can only be a win-win situation, responding at once to the priority need to reduce the supply of labour and the need to equip those who offer themselves for work to develop the skills which will enable them to make meaningful contributions."

> CAAE, "Paid Education Leave": Toronto, Ontario, April 1983, pp. 8-9, Background Paper 15 prepared for the Skill Development Leave Task Force.

2. LEVY-GRANT

"Any levy-grant system amounts to a form of added taxation and is thereby a form of transferred public expenditure. CAAE favours a government lead role in this policy initiative and favours the leverage of public funds to attain the public objects."

> ibid., p. 94.

"The Commission suggested a training levy as a percentage of payroll to finance vocational training. This recognizes the vested interests of employers in the product of vocational training. The Commission recognizes the need for standards of training to qualify for the grant resulting from the levy. However, they propose that programs be accredited by academic institutions ... weaknesses: barriers ... reluctance to return to school ... relationship to credits may deter people we most want to participate ... constraints in school too rigid to recognize valuable learning in non-academic settings."

> Response of Canadian Labour Congress (CLC) to The Commission of Inquiry into Educational Leave and Productivity, Dec. 6, 1979, p. 2.

"It is proposed that a levy-grant system be introduced on an experimental and selective, sectoral basis to impose a payroll training tax levy on those employers where training-related shortages are known to exist. The funds would be distributed to those employers who actually institute approved training programmes."

> Major Projects Task Force Report, 1981, p. 56.

2. AN EQUITABLE LEVY-GRANT SYSTEM TO FINANCE AND SPUR TRAINING AND EDUCATION.

3. AFFIRMATIVE ACTION

"... in apprenticeship programs, where 3% of trainees are women, 85% of these women were in personal and service occupations ... the difference in education levels between men and women in the workforce was negligible. However, the difference in types of educational programs completed by men and women is of importance. Women's representation is highest in areas that are indirect ..."

> Adapted from: Noel Stoodley, "Problems faced by Workers in the Prairie Region and Territories whose Access to Future Education and Employment is Affected by their Need for Basic Adult Education": Canadian Labour Congress, Regina, Saskatchewan, Spring 1983, p. 24, Background Paper 21 prepared for the Skill Development Leave Task Force.

The same Report calls for:

"(1) Encouragement of adult basic education programs for under-educated women.

(2) Skill and job related programs for women.

(3) Provision of support services and flexible program design to allow women to gain access to training programs.

(4) Affirmative action programs to break down the barriers faced by women on matters of promotion, career choice and recruitment."

ibid., p. 26.

The Report also calls attention to:

"The challenge of providing educational opportunities for workers in remote areas ... proper design of programs ... more innovation in delivery systems (via satellite, TV, films, video cassettes and radio)."

Adapted from: ibid., p. 62.

Speaking of the special needs of Native Peoples, the same Report endorses the call of the Working Together Conference of November 1981 in Regina, in regard to Trades Training and Career Development, including:

"(1) That access to training and training facilities be improved.

(2) That innovative ideas be used, such as radio school, portable classrooms and temporary use of other facilities.

3. AFFIRMATIVE ACTION BY GOVERNMENTS, BUSINESS AND LABOUR TO OVERCOME BARRIERS AGAINST WOMEN AND DISADVANTAGED GROUPS.

(3) That a technical institute be established in Northern Saskatchewan with heavy reliance on Indian and Native educators.

(4) That the opportunity for more knowledgeable occupation and career choices be made possible by (eight specific recommendations including career workshops and courses at various levels).

(5) That the quality of trade and skill training be approved by (six specific recommendations, including joint administration of programmes)."

Adapted from: ibid., pp. 50-51.

"Affirmative action programs should be established as the major means ensuring that the persons with the greatest educational needs have access to the national program . . . Adequate child care should be an integral part . . ."

Halifax-Dartmouth Metro Council on Continuing Education, Brief to the Skill Development Leave Task Force, April 1983.

"As the scarcity of employment opportunities grows it is an increasingly narrow group who have the prerequisite training and experience to meet rising employer demands. Both the young who represent the workforce of tomorrow and the old who represent a vast body of experience are increasingly being discriminated against. For the young, a lack of experience often serves to bar entry into a shrinking labour market. Older workers are sometimes rejected by employers who think they will not provide sufficient returns on training investments. The result is a tremendous waste of human resources.

The physically handicapped have one of the highest unemployment rates of all groups of Canadians able to work. Disabled persons are often thought of as being unable to perform productive work, and the construction of special facilities and the purchase of special equipment is seen as prohibitively expensive . . .

These patterns of discrimination, in learning and in working, result in enormous waste and widespread disaffection from the existing labour relations system. Visible and vigorous action is required to offset these longstanding injustices. Such action is supported by the labour movement and articulated in recent affirmative action and racism policies from the Ontario Federation of Labour. The time is ripe for government action, and the Task Force can play a role in ensuring that action get underway."

D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave": Toronto, Ontario, Spring 1983, p. 15, Background Paper 19 prepared for the Skill Development Leave Task Force.

4. FEDERAL EXEMPLARY ACTION AND FEDERAL CONSULTATION WITH PROVINCES TO DO LIKEWISE

"Even though its jurisdiction is limited, the Federal government should introduce the right to time off for union training as a new standard."

> **R.J. Adams, "Skill Development for Working Canadians - Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, pp. 65-66. Background Paper 2 prepared for the Skill Development Leave Task Force.**

"It is the evident desire of the Quebec labour movement to develop the following positions and intentions:

A. To support any policy on educational leave formulated by the federal government which, for the time being, would only be applied within the federal government's field of jurisdiction in the area of labour relations;

B. To support any effort by the federal government which will contribute to the introduction of a policy on educational leave in all provinces of Canada, but only after consultation with the provinces and by strictly respecting their jurisdiction in the field of education and manpower."

> **Normand Caron, "Experiences, Attitudes and Intentions of the Quebec Labour Movement with respect to PEL": Montreal, Quebec, April 1983, p. 26, Background Paper 20 prepared for the Skill Development Leave Task Force.**

5. SECTOR TRAINING AND EDUCATION COUNCILS

The report of the Federal Task Force on the Canadian Motor Vehicle and Automotive Parts Industries, co-chaired by Patrick J. Lavelle, President of the Automotive Parts Manufacturers Association and Bob White, Director for Canada of the United Auto Workers, attracted wide public attention. That attention centered on the unanimous call for an automotive industrial strategy based on extending the current type of Canadian content regulations that are applicable to US-based companies to non-North American vehicle manufacturers wishing to sell in Canada. Yet it is imperative to pay attention to the section on "human resource development" through education and training, both general and job-oriented. That section follows:

4. FEDERAL EXEMPLARY ACTION TO ESTABLISH PAID EDUCATION LEAVE FOR EMPLOYEES IN ITS JURISDICTION. FEDERAL CONSULTATION WITH THE PROVINCES TO ENCOURAGE THEM TO DO LIKEWISE.

5. LABOUR-MANAGEMENT INITIATIVES ON AN INDUSTRIAL OR OCCUPATIONAL BASIS, IN SETTING UP JOINT SECTOR TRAINING AND EDUCATION COUNCILS.

Human Resource Development

"The policy framework and strategic measures we have recommended establish a context for industry planning for the next decade. But one element that has not received the attention it deserves is human resource planning to meet new and changing needs in the automotive sector as the industry is transformed.

Insufficient study has been given to the technological changes taking place in the industry, the level and mix of skills that they will require, and the extent to which adequately trained technical personnel will be available to meet the demands of a much more complex and computerized production system. Similarly, the white collar skills required in the industry appear to be changing with the adoption of computer-aided design and on-line processing and scheduling, but it is unclear as yet precisely what white collar skills will be needed in the future. In addition, not enough is known about the social impacts of advanced technology in the industry, and what its long-term effect on employment levels is likely to be . . .

The industry's efforts to involve workers at all levels of the production system in group problem solving efforts will require new kinds of training for both the production and managerial workforces. Whether such training will be provided exclusively on the job or whether it also needs to be emphasized in general education and training curriculums is an important and open question . . .

These and similar human resource issues in the industry require immediate examination and innovative policy and program responses. We would thus urge governments to begin now to deal with existing and emerging human resource development issues in the automotive industry. We therefore recommend:

> That the human resource aspects of changing conditions in the automotive industry be given immediate and thorough study by government, industry and labour, with a view to recommending responsive policies and programs that could be introduced and sustained over at least the next five years."

"An Automotive Strategy for Canada", Ottawa, May 1983, pp. 128-129.

6. WORKER EDUCATORS AND EDUCATION DELEGATES

"A development of recurrent education-paid education leave will make additional demands on counselling. In short, it should be noted that the research in this field has shown the insufficiency of attempting to inform and influence individuals by traditional methods."

Frank Wall and Arthur Kube, "Rationale for PEL and Recurrent Education": Federation of Labour, CLC, Vancouver, B.C., Spring 1983, p. 13, Background Paper 18 prepared for the Skill Development Leave Task Force.

The meeting of Quebec labour educators that served as the basis for the Caron report called for:

"... legislative provision which would have the effect of recognizing the contribution and participation of the labour movement in the management and administration of educational leave programmes, notably by allowing active union representatives in the training field (special delegates, members of education committees, etc.) to get paid time off to fulfill their mandates and assume their responsibilities under decent conditions."

Adapted from: Normand Caron, "Experience, Attitudes and Intentions of the Quebec Labour Movement with respect to Paid Education Leave", Montreal, Quebec, April 1983, p. 27, Background Paper 20 prepared for the Skill Development Leave Task Force.

In France, the 1982-1983 labour laws (the Auroux Laws) provide "for, every works committee to have a paid educational expert, paid with funds given to the works committee by the employer. The expert would, among other things, negotiate the training plan of the enterprise".

CFDT, "Syndicalisme", Paris, Oct. 14, 1982, p. 11.

"In Sweden, the existence in every workplace of a 'study organizer' is an essential part of the widespread and successful educational work of the Swedish trade unions."

Interview with Swedish labour counsellor Karin Lindgren, Ottawa, June 1983.

Furthermore, while the right of Study Organizers to time off with pay is, according to the Swedish Ministry of Labour, covered in the general legislation (law 1974 : 88), the memorandum regulating the application of the education leave law states that "... trade union organizations should be enabled to supply information about adult education and undertake promotional activities at the places of work".

Adapted from: Swedish Ministry of Labour memorandum of May 21, 1974, p. 3.

6. ENCOURAGEMENT OF THE DEVELOPMENT OF WORKER EDUCATORS AND EDUCATION DELEGATES IN THE WORKPLACE.

7. RIGHT TO LEARN

"Census figures indicate that in 1976, 4.5 million adult Canadians had less than a grade VIII education and over 850,000 had in fact less than five years of education . . . The international movement for literacy recognizes grade VIII as the level necessary for functional literacy . . . In Canada, the attainment of grade X education has become a prerequisite for most skilled jobs . . . this level is likely to become even higher in the future."

> D'Arcy Martin and Ian Curtin, "The School of Hard Knocks: Labour Market Planning and Educational Leave": Toronto, Ontario, Spring 1983, pp. 16 – 17, Background Paper 19 prepared for the Skill Development Leave Task Force.

Furthermore, the same report points out: "The economic underdevelopment of Canadian hinterland areas in comparison to central Canada has been paralleled by the educational underdevelopment of those areas relative to central Canada . . . For example, while 48.7% of Ontario adults had an elementary education or less in 1951, the figures for hinterland provinces included Saskatchewan 58.2%, Newfoundland 70.7% and Quebec 63.1%."

> Adapted from: ibid., pp. 21 and 23.

"Under present practice, formal education and training for most individuals take place prior to entering the labour force or in the first few years of work experience. During the remainder of life, only the few in relatively high level occupations have the privilege of further education and training. A system of recurrent education would alter this pattern by providing opportunities for education and training throughout the life cycle for broad segments of the work force."

> Frank Wall and Arthur Kube, "Rationale for PEL and Recurrent Education": Federation of Labour, CLC, Vancouver, B.C., Spring 1983, p. 3, Background Paper 18 prepared for the Skill Development Leave Task Force.

7. THE RIGHT TO LEARN, AND FAIR ACCESS TO LEARNING, TO OVERCOME EDUCATIONAL DEFICIENCIES AND BARRIERS, TO COMPLETE THE STAGES OF BASIC AND SECONDARY EDUCATION AND TO CONTINUE TO LEARN AND ACQUIRE THE KNOWLEDGE AND THE SKILLS NEEDED IN OUR MODERN WORLD.

More and better education and training are essential for working Canadians to do a better job of shaping and dealing with the changing economic and technological forces at work in the world.

More open and more equitable access to education and training for all Canadians is essential, not only to ensure a more just society but also to make this a society which taps and uses the talents and abilities of all our people.

These are labour's goals and they are goals that labour feels that all Canadians can share. To achieve those goals, labour urges the adoption of the above-outlined options for action without further, disheartening delay.

Furthermore, labour is giving serious consideration to all the other options that accompany this report. Some of them would perpetuate or even increase current inequities by disproportionate attention and funding to those who least need them. Some place undue emphasis on support of frequently inflexible post-secondary schools that workers feel show them little interest or understanding. There are several other options that are a welcome and more adequate response to the educational needs of working Canadians. Labour will give them the support they merit.

Because the education and training situation in Canada today requires action, the labour movement has responded positively to the invitation of the Ministers of Employment and Immigration and of Labour to take part in this Task Force. Others have done the same. The work of the Task Force reflects the urgency of action. Labour has spelled out its goals and wants to see action now.

CHAPTER SIX

PROVINCIAL PERSPECTIVE

"When the Task Force started its work it was very much aware of the divided federal-provincial jurisdiction in this field. The provinces have jurisdiction in education and social services; the federal government in interprovincial industrial and employment policies, mobility and unemployment insurance. However, if our economy is to prosper, trained workers are essential; and it is impossible to isolate in water-tight federal or provincial compartments the many policies required to meet this challenge. It is important in Canada to respect the different levels of jurisdiction, but without close cooperation and coordination our economy will flounder, and in particular we will fail to supply the skilled workers necessary to meet our industrial requirements."

Work for Tomorrow : Employment Opportunities in the '80s, **Task Force on Employment Opportunities for the '80s, House of Commons, Ottawa, Canada, p. 5.**

PROVINCIAL PERSPECTIVE ON SKILL DEVELOPMENT LEAVE

6.1 INTRODUCTION

In the OECD comments on the Canadian educational situation it was stated that:

> "Whatever the dilemma about education in the Canadian federation is, it is not a constitutional one. Indeed article 93 (of the Constitution Act of 1867) is a model of flexibility. Whenever it becomes clear that special educational provisions are needed to carry out responsibilities undertaken by Parliament in the exercise of its exclusive powers in article 91, Parliament is entitled to make that provision by whatever means and instrumentalities are required in the circumstances. As so often turns out in this country, obstacles to action that are declared to be formidable constitutional barriers turn out to be merely political. That may not make the problem any easier to deal with but at least one can make a start by removing the "no trespassing" signs and opening up Federal – Provincial Consultation."[1]

Article 36 (1) under Part III, Equalization and Regional Disparities of the Constitution Act of 1981 states that: "Without altering the legislative authority of Parliament or of the provincial legislatures, or the rights of any of them with respect to the exercise of this legislative authority, Parliament and the legislatures, together with the government of Canada and the provincial governments are committed to:

(a) promoting equal opportunities for the well-being of Canadians;

(b) furthering economic development to reduce disparity in opportunities; and

(c) providing essential public services of a reasonable quality to all Canadians."

PROVINCIAL CONSULTATIONS

Consultations with:

1. British Columbia
    - Mr. Robert W. Stewart — Deputy Minister Universities, Science and Communications
    - Mr. Grant Fisher — Assistant Deputy Minister Post-Secondary Education
    - Mrs. Isabelle Kelly — Acting Deputy Minister Labour
2. Alberta
    - Mr. Berghofer — Acting Deputy Minister Advanced Education
    - Mr. A.N. Craig — Deputy Minister Manpower
3. Yukon Territory
    - Mr. J. Davies — Deputy Minister Education and Recreation
4. Ontario
    - Mr. Kenneth Hunter — Assistant Deputy Minister Skills Development
    - Mr. Douglas Penny — Acting Assistant Deputy Minister Education Programs
    - Dr. Alan Wolfson — Chairman Ontario Manpower Commission
    - Mr. Frank Whittington — Director of Research Ministry of Labour
    - Mr. H. Gerry Wright — General Manager Policy Planning and Evaluation, Skills Development Division
    - Ms. Valerie Jacobson — University Relations Branch
    - Mr. Berton M Hildebrand — Director of Research Branch
5. Quebec
    - Mr. Aubert Ouellette — Deputy Minister of Manpower
    - Mr. Jacques Roberge — Directeur Affaires extra-ministerielles
6. Newfoundland
    - Mr. T.A. Blanchard — Deputy Minister of Labour and Manpower
    - Mr. Cecil Roebottom — Deputy Minister of Education
    - Mr. W. Green — Assistant Deputy Minister of Manpower
    - Mr. Cyril McCormick — Assistant Deputy Minister Continuing and Advanced Education

Article 36(1) would appear to open the door for further and increased federal and provincial co-operation in education, and "gives a philosophical commitment to co-operative, coherent, and comprehensive planning for the well-being of all Canadians." The Red Seal programs for Interprovincial Standards in Apprenticable Trades, initiated in 1959 and the National Training Act of 1982 are excellent examples of initiatives that fall within the spirit of the Article, even though the Red Seal was initiated before the Constitution Act of 1981. Under the Red Seal program on Interprovincial Standards, a Program Co-ordinating Committee has been established with: "one representative from the Apprenticeship and Industrial Branches of the Departments of Labour (or their equivalent) of each province and territory and one or more non-voting representatives from the Canada Employment and Immigration Commission. The Commission also provides a full-time national co-ordinator as part of the federal contribution to the program. It is this particular and unique form of federal–provincial co-operation that has proven to be an historic way of working together and which might well serve as a model for other areas of national concern."[2]

In addition, the federal and provincial agreements established under the National Training Act also point the way to and emphasize a co-operative mechanism that could well be used for the development of future joint initiatives between the two levels of government.

Following upon the spirit of these agreements and co-operative efforts, and in order to open up meaningful Federal and Provincial Consultations, the Task Force, as a result of the Minister's initiative, set about to inform the Deputy Ministers of Labour/Manpower and of Education of the ten provinces and two territories of its task. The Terms of Reference relating to its task; the historical reports and documents recommending initiatives involving educational or skills development leave; the format and planned outline of the Task Force report; and the planned consultative process using the proposed National Advisory Panel and the Consultative Colloquia were explained to them by a Task Force member who visited their respective capitals.

Their reactions to, comments on, and concerns and suggestions about the principles behind the Skill Development Leave initiative, the Federal and Provincial roles as they affect the initiative, the consultative process being used, and the ability of their post-secondary educational systems to respond to the demands that might be placed on these systems by this initiative, were discussed. In addition, many of the Deputy Ministers and their officials made a number of important observations and suggestions relative to the present initiative.

A summary of the discussions follows:

7. Nova Scotia

- Mr. Hugh R.M. MacDonald — Deputy Minister of Manpower
- Mr. B.J. Nicholson — Assistant Deputy Minister of Education

8. New Brunswick

- Mr. P.J.H. Malmberg — Deputy Minister of Education

9. Prince Edward Island

- Mr. L.R. Moase — Deputy Minister of Education
- Mr. Peter McGonnel — Director Manpower Resources Division
- Mr. D.R. Smith — Course Credit Officer Department of Labour
- Ms. Carol Mayne — Research and Planning Department of Labour

10. Manitoba

- Mrs. Mary Eady — Deputy Minister of Labour and Manpower
- Mr. Ron Duhamel — Deputy Minister of Education

11. Saskatchewan

- Mr. Ed Evancio — Assistant Deputy Minister Advanced Education and Manpower
- Mr. Gerry W. McIntyre — Director Training Need Assessment — Advanced Education and Manpower

6.2 SKILL DEVELOPMENT LEAVE INITIATIVE

The principle behind the Skill Development Leave initiative was generally accepted and was welcomed by a majority of the provinces and the Yukon Territory. There was a feeling expressed by many that the initiative was a concept whose time had come, and that it was definitely needed, particularly in this current and rapidly changing technological society. In a number of jurisdictions it was stated that initiatives of a similar nature were being considered or were in place. The provisions of the Jean Commission Report in Quebec, for example, were being reviewed by that province, and consideration was being given to the implementation of some of those provisions in the very near future. The timeliness of a Federal involvement in Skills Development was stressed by a number of provinces particularly in the areas related to the access of individuals to retraining, updating, and upgrading programs, and to the portability of program credits and credentials for the mobile work force of the future.

There was, therefore, a majority feeling among the provinces that Skill Development and leave for that purpose was needed at this time in order to keep Canada in a competitive position in a rapidly changing world.

6.3 FEDERAL – PROVINCIAL ROLES

Most of the Deputy Ministers and their officials felt comfortable having the Federal Government take the initiative relative to the very important principles associated with Skill Development Leave. There was a degree of confidence expressed that any conflicts that might arise between their provinces and the federal government as a result of the Constitutional division of powers in education and in labour/manpower, could be resolved in a satisfactory manner.

However, one or two provinces expressed the opinion that a National rather than a Federal initiative on Skill Development Leave would have been appropriate. A National initiative was defined as being distinct from a Federal initiative, signalling a "joint undertaking, respectful of the position of each level of government".

One Deputy Minister pointed out that as distinct and discrete roles were assigned to the provincial and federal governments by the Constitution in labour/manpower and in educational matters, it was pragmatically necessary to recognize those roles and to deal with them 'up front'. To ignore them would be 'folly', to recognize them and to work within them would increase the probability of a successful co-operative effort.

Some concern was expressed by the officials of one or two of the provinces that this federal initiative once launched and successfully operating might be 'dumped' on the provinces in whole or in part. These fears were grounded in cited past experiences. These provinces, therefore, requested that if there was any possibility of such a situation arising that it be anticipated from the

Note: Arrangements for the Skill Development Leave Task Force consultations with the provincial officials were organized with the assistance and advice of the Council of Ministers of Education and Provincial Labour and Manpower Ministers.

outset. This request was made so that the provinces could make long-range plans and provisions.

6.4 CONSULTATIVE PROCESS

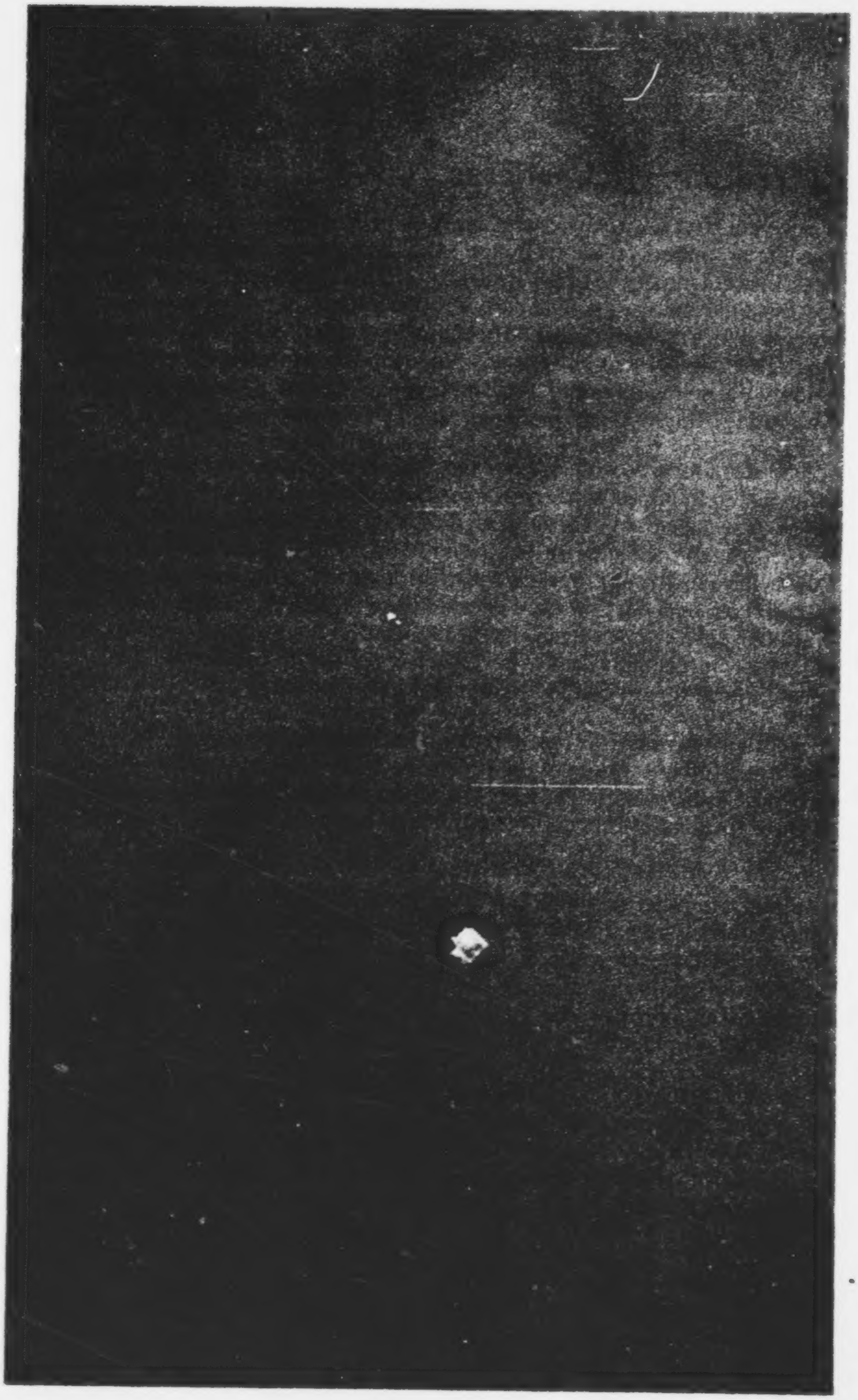
Seven of the ten provinces and the Yukon Territory were pleased with the consultative process planned by the Minister and those being followed by the Task Force. One of the seven stated that this was a 'novel consultative process' and that it was 'sensible'. Another stated that 'the consultative process is an excellent one and the planned sectoral colloquia are a good idea'. It was suggested by another that consideration should be given to holding the colloquia across the country; one in each of the major regions, the Atlantic Provinces, Quebec, Ontario, and the West.

The remaining provinces, however, had reservations with the process. One official stated bluntly that the whole study should begin anew by 'going back to the drawing-board'. He suggested that the consultative process which now exists through the Consultative Committee of the Council of Ministers of Education was the appropriate route through which the federal government should have worked; that the Federal – Provincial agreements under the National Training Act form the mechanism for a co-operative effort; and that these agreements should have been expanded to encompass the consultations for the Skill Development Leave initiative.

Another province felt that the planned consultative process was 'disrespectful' of the role of the provinces under the Constitution Act of 1981; that the Skill Development Leave initiative should have been a joint venture, 'a truly National Study and Initiative, not just a Federal initiative,' as stated earlier.

Finally, another province expressed the view that some of the constituents 'may call foul' over the consultative process; and, 'like the National Training Act, the Skill Development Leave initiative was being laid on them'. They were of the opinion that the Council of Ministers should have been involved more actively in the process to date, and that a debate at that level would probably take place.

In spite of the expressed concerns by a minority of the provinces regarding the consultative process a general satisfaction was evident among the provincial officials that they were being made aware of the initiative during its formative stage and they acknowledged the federal government's desire to 'inform and consult'.



6.5 ABILITY OF THE EDUCATIONAL SYSTEM TO RESPOND

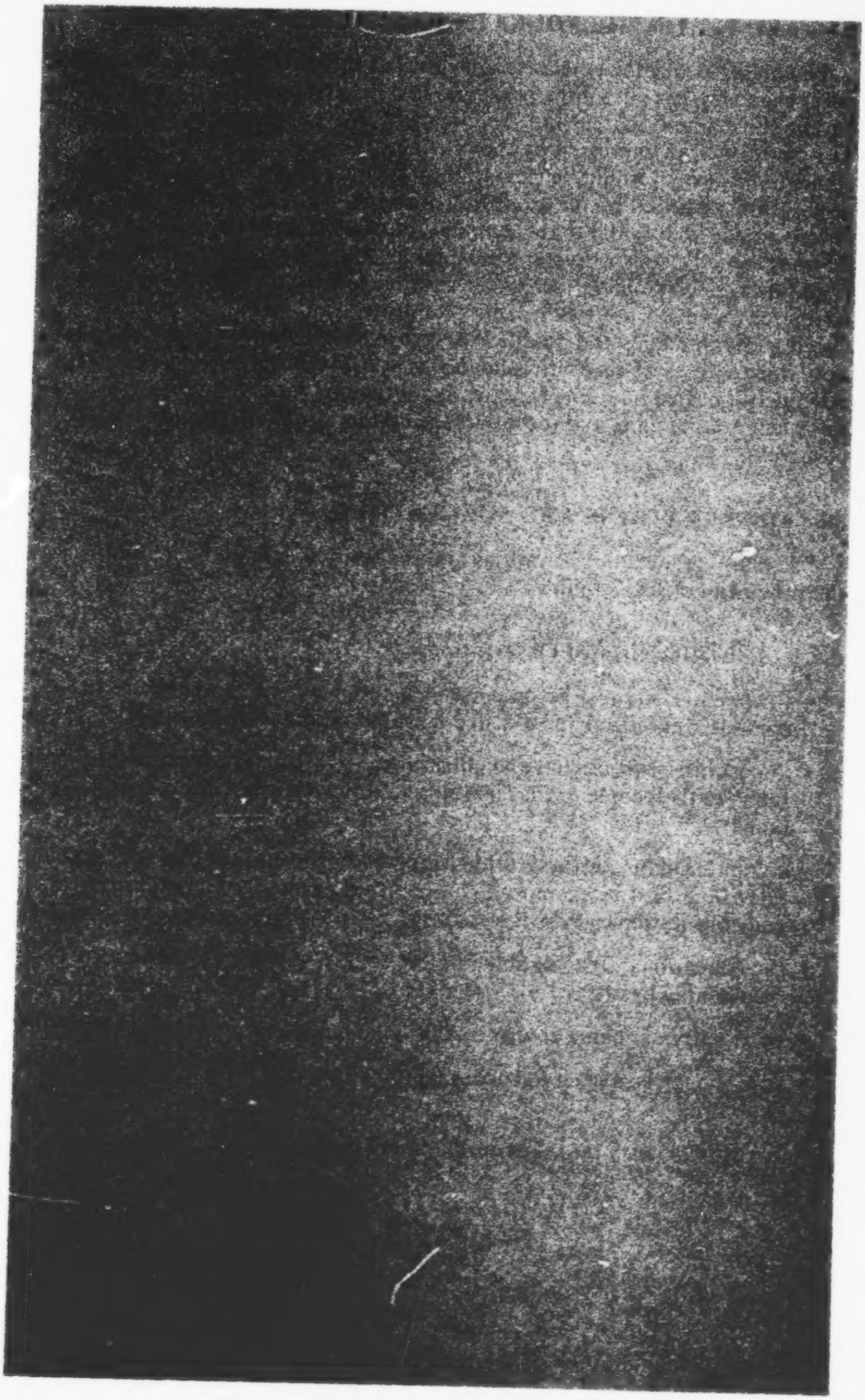
The majority of provincial officials felt that the educational systems at the post-secondary level in all the provinces had the physical facilities in place to handle the demand that a Skill Development Leave initiative would create. The concern often expressed by the provinces, however, was that the educational system would be slow to respond to the development of the types of programs required by the adult full-time and part-time learner on Skill Development Leave, and to the demand for new or improved modes of learning. One Deputy Minister for example, stated that a concerted effort would need to be mounted across the country to develop software for computer managed/assisted learning; to provide individualized and self-paced learning modes and modules; and to enable distance education to be available to all those who need and desire it. Most of the other provincial officials supported his view. Practically all the provinces felt that with sufficient notice, time, and incentive, the system could adapt and respond positively.

6.6 OBSERVATIONS AND SUGGESTIONS

The many excellent observations and suggestions offered by a number of the provincial officials follow:

6.6.1 Education Related Observations

- the population must become user-friendly with the computer so that computer managed and assisted learning becomes the norm;
- along with instructional and educational television, instruction must be taken to the people so that learning takes place in a localized setting (the home);
- computer managed/assisted learning and instructional and educational television must be developed co-operatively among colleges, institutes, and corporations across the country;
- the educational systems should offer courses and programs on a cost-recoverable basis;
- portability of course credits and of credentials is a great need in Canada;
- seed money is needed to encourage faculty to update and upgrade their skills; and
- barriers to entry into skill development programs must be removed.



6.6.2 Societal Observations

- two percent of the work-force in skill development programs at any one time may be a low estimate of the need;
- there is a higher proportion of semi-illiterates in the North than elsewhere in the country; therefore, any initiative on skill development must address this problem; and
- ability for 'social competence' in individuals must not be overlooked, particularly in handling the increasing complexity of society.

6.6.3 Labour Related Observations

- collective Agreements should be considered as a viable implementation method for skill development leave initiatives;

6.6.4 Business Related Observations

- the process of writing agreements with industry may be a gentle way of introducing skill development leave;
- special consideration should be given to small business incentives, particularly in those regions in the country where small businesses are the only or predominant form of industry; and
- employers and management must have a major voice in identifying the trainees and the programs to be studied so that training dollars are targetted.

6.6.5 Counselling Related Observations

- counselling of employees is a joint responsibility of corporations, unions, and government;
- information on technological and occupational changes must be given to the public on a continuously updated basis; and
- skill development leave initiatives will need a good counselling service, particularly in the identification of trainees.

6.6.6 Other Observations

- mass production as we know it is phasing out. Robotics probably is only a phase through which we will move into the new society. The result will be that people will be doing entirely different things than now. Those in the work force will need to be highly educated and mobile; and
- there needs to be a sharing of the costs among the participants, by the employee, the employer, and the governments.

6.6.7 Suggested Options

- skill Development Leave should be earned;
- there should be special incentives for the use of Youth as replacements for those going on skill development leave;
- the programs under Employment and Immigration, such as Canada Manpower Training Program (CMTP) and Canada Manpower Industrial Training Program (CMITP) need to be redirected;
- enhanced student Assistance, Work-Sharing, and Unemployment Insurance are options which should be considered. The 'social return' on such options would support them;
- the 'Training Improvement Projects' under Employment and Immigration that were cancelled, should be reconsidered as an option and should perhaps be expanded; and
- the concept of a 'National Council' should be studied. A regional bias is needed in these councils.

6.7 PROVINCIAL PERSPECTIVE — IN SUMMARY

Most of the Provincial Deputy Ministers of Education and Labour/Manpower and their officials support the principle of Skill Development Leave. There was a feeling that it was a concept whose time had come, and that it was needed in order to keep Canada in a competitive position in a rapidly changing world.

Some concern exists in a few of the provinces, however, about the constitutional roles of the provincial and federal governments in education and labour/manpower matters. It was felt in these cases that a National, rather than a Federal initiative was needed using the consultative processes already provided in the National Training Act agreements and through the Consultative Committee of the Council of Ministers of Education.

The majority of provincial officials felt that the educational system at the post-secondary level in all the provinces has the physical facilities in place to handle the demand created by a Skill Development Leave initiative. Some, however, felt that encouragement and incentives would need to be offered to faculty to develop the needed software for computer managed/assisted learning, individualized and self-paced learning modes and modules, and distance education packages using instructional and educational television.

Many of the suggestions for options and mechanisms which were made by the provincial officials have been incorporated into appropriate sections of the Task Force Report.

CHAPTER SEVEN

FEDERAL PERSPECTIVE

National Objectives of Federal Programs that Support Post-Secondary Education

Definitions

i. *General support objective:* to help maintain and strengthen the post-secondary capacity throughout Canada required to respond to the individual learning and development aspirations of Canadians and the needs and opportunities of Canadian society.

ii. *Educational opportunity objective:* to facilitate the access of all qualified and interested Canadians to formal learning by reducing barriers due to socioeconomic status or to membership in groups that are not fully served by the existing educational system, and to reduce financial hardship resulting from participation in the education system.

iii. *Mobility objective:* to minimize any barriers that might prevent Canadian post-secondary students, teachers and graduates from studying, training or working wherever they wish in Canada.

iv. *Employability objective:* to promote a post-secondary capacity, in those areas of post-secondary activity related to the provision of occupational skills required by the Canadian labour market, which is responsive in providing Canadians with the opportunity to obtain the qualifications required for occupations critical to national economic growth and for occupations characterized by a high degree of interregional and international mobility.

v. *Research objective:* to encourage the development of researchers and research knowledge and capacity in the post-secondary education system, consistent with the general research and development needs of Canadian society or in order to provide solutions to problems arising in areas of national concern.

vi. *Official languages in education objective:* to provide opportunities for Canadians to increase their knowledge of Canada's official languages through formal learning and for members of the minority official language group in each province to be educated in their own language.

FEDERAL GOVERNMENT PERSPECTIVE ON SKILL DEVELOPMENT LEAVE

7.1 INTRODUCTION

Post-secondary and recurrent education has been the subject of many studies done for, and by, the federal government in recent years. The comments and recommendations contained in these studies; along with the objectives, sub-objectives and principles which have been enunciated by several departments of the federal government, also in support of post-secondary and recurrent education, all fall within the purview of the Skill Development Leave Task Force. The objectives, principles, comments and recommendations form the basis for the criteria used by the Task Force in developing and evaluating the Options and Mechanisms presented in the third section (Volume II) of this report.

7.1.1 Objectives and Principles

The objectives which have been enunciated by the federal government in its support of post-secondary education have been used by the Task Force as standards for an assessment of recurrent education. They include:

- general support;
- educational opportunity;
- mobility;
- employability;
- research;
- official languages in education;
- Canadian understanding, citizenship and cultural identity;
- international relations;
- federal direct schooling;
- needs of the federal government as an employer; and
- opportunity of the federal government to demonstrate training initiatives.

Employment and Immigration Canada has expanded the employability objective to include a number of sub-objectives.

The post-secondary education system must be encouraged to meet the changing needs of students, the employers and the Canadian economy. Effective linkages between industry and educational providers must be firmly encouraged and established. Co-operative sharing of plant, state-of-the-art equipment and human resources to enhance the learning environment is paramount.

vii. *Canadian understanding, citizenship and cultural identity objective:* to increase through formal learning the knowledge and understanding Canadians have of themselves and their environment, with particular concern for the cultural diversity of Canada, and to stimulate and maintain a sense of Canadian citizenship.

viii. *International relations objective:* to promote Canada's International interests in matters relating to education including: provision of links between the education systems of Canada and of other countries; promotion of a better knowledge abroad of Canada and its people; encouragement of international studies in Canada and of international joint research and scholarly activities; and provision of policies and programs relating to foreign scholars and students in Canada.

ix. *Federal direct schooling objective:* to develop knowledge, skills and critical capacity among groups whose education is a federal responsibility, through financing and/or management of schools and other educational establishments.

x. *Needs of the federal government as an employer objective:* to promote an adequate supply of personnel with skills, knowledge and capacities needed for an effective public service, including appropriate official language capabilities.

Presented by the Secretary of State, the Honourable Gerald Regan, at a federal-provincial consultation meeting on Post-Secondary Education with provincial Ministers responsible for post-secondary education, in Toronto, Ontario, July 9, 1982.

In the report "Fiscal Federalism in Canada" it was stated that the Parliamentary Task Force:

". . . recognizes the need for general base funding for the post-secondary sector, to permit adults of all ages — not just the traditional 18-24 age group — to pursue spiritual and intellectual goals, to polish their critical faculties and to expand their general base of knowledge on which more specific skills may be built."

Adapted from: *Fiscal Federalism in Canada*, Report of the Parliamentary Task Force on Federal-Provincial Arrangements, August 1981, Chairman H. Breau, M.P., p. 123.

A dynamic Canadian labour market, characterized by inter-regional mobility and changing occupational demands, necessitates the co-operation of industry, labour, governments and educational institutions in facilitating mobility for Canadians. This shared responsibility for the development of opportunities for occupational skills acquisition is key to Canadian economic health.

The rapidity of the expansion of knowledge and of technological change requires the integration of lifelong learning into work itself. The formal and informal educational systems must allow working Canadians to renew and upgrade their skills. In order to accomplish this task, current labour market information and future labour market projections should assist industry, governments, institutions and individuals to make the necessary learning choices.

Underlying these objectives and sub-objectives are a number of basic principles which the federal government applies in its support of the post-secondary and recurrent educational system. These were used by the Task Force as guidelines and evaluators in its development of the Options and Mechanisms in Volume II. These are:

- accessibility and equity;
- comparability and standards;
- accountability; and
- stability and flexibility.

"Governments must encourage a continuing educational system *which individuals can enter and leave throughout their lives*. This should facilitate retraining and upgrading as well as late entry into training programs. They should *remove all barriers* which discourage mature students from returning to school and completing training or retraining programs.

The Federal Government should *encourage*, through enriched tax incentives to employers and employees, *paid educational leave for training, retraining and upgrading* when such programs are directed at skill shortages and selected employment opportunities."

> *Work for Tomorrow: Employment Opportunities in the '80s*, Task Force on Employment for the '80s, House of Commons, Ottawa, Canada, pp. 86-87.

"It is proposed that a levy-grant system be introduced on an experimental and selective, sectoral basis to impose a payroll training tax levy on those employers where training-related shortages are known to exist. The funds would be distributed to those employers who actually institute approved training programmes."

> Major Project Task Force Report, 1981, p. 56.

"Similarly, the Task Force on Microelectronics and Employment (1982) views training, retraining and higher education as shared cooperative responsibilities. It advocates, 'negotiating educational leave provisions in collective agreements' (ibid., pp. 17-18), but does not propose that such provisions be made a legal right. It concludes that the employer cannot be expected to bear the entire burden of training and retraining; this should be shared among unions, employers, governments and educational institutions (ibid., p. 65)."

> Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University, Kingston, Ontario, April 1983, p. 5, Background Paper 13 prepared for the Skill Development Leave Task Force

7.1.2 Highlights for Consideration from Recent Federal Reports

From the studies conducted for and by the federal government, the following summary of the collective comments and recommendations highlight the important issues which have been considered by the Task Force.

The post-secondary sector must receive general base funding which will permit adults of all ages to pursue their own educational and training goals. In addition, individuals must be able to enter and leave the educational system throughout their lives to facilitate 'Learning a Living in Canada'. All barriers which discourage and interfere with mature students completing training or retraining need to be removed.

Employers and employees should receive encouragement to participate in paid skill development leave for retraining, updating, and upgrading of the Canadian work force by means of enriched incentives.

In the Labour Market Development in the 1980s Task Force Report[1] the importance of the ongoing training of the labour force as a labour market adjustment mechanism was highlighted. It did not examine paid education leave in detail, but did comment on several educational leave mechanisms and ideas. The concept of a Levy-Grant scheme to support training was rejected as a clumsy instrument, but that of a Registered Educational Leave Plan was considered worthy of further study. It has been further suggested that one way of implementing Educational Leave is its inclusion in collective agreements and that the cost of training and retraining should be shared among unions, employers, governments and educational institutions. An appropriate approach to skill development would involve these groups in determining the needs of individuals and communities through local training councils. The mandate of the training councils would be to identify the training needs within their markets and to initiate and co-ordinate programs to meet those needs. "A policy based on such principles, administratively supported by public funds, would represent a significant contribution to the planning of human resource development."[2]

The Economic Council of Canada highlighted the barriers to training, retraining and employment-entry, particularly in emerging high skill occupations experienced by women, youth, native and older workers. The Council stressed the need for human resource policy initiatives to overcome the barriers for these under-represented workers. In order to remedy the current lack of co-ordination in data development, dissemination and analysis; weaknesses in human resource planning in business and industrial firms; and inadequate linkages between the educational system and the world of work, the Economic Council recommended:

- the establishment of an independent research institute for learning;
- the ratification of the ILO convention 140 on paid educational leave by federal and provincial governments; and

"... that *Canada ratify the ILO convention on paid educational leave No. 140* ... (and) that the federal and provincial governments, along with industry and labour, consider the means for its implementation ... "

ibid., p. 5.

"... establish an educational leave plan which would give workers the opportunity to *upgrade* their skills so as to be prepared for the emerging new jobs,

... promote skill training by systematically *offering training allowances to full-time and part-time workers* as well as to new entrants wishing to be retrained to meet the needs of the labour market."

Canada Employment and Immigration Advisory Council, "Employment Impacts of New Technologies", Dec. 1982, p. 7.

"Moreover, workers will have to acquire new skills and knowledge throughout their working lives. With this in mind, I am allocating tonight an additional $155 million for human resource development programs. This will bring to $1.2 billion this year the funds allocated for skills development in occupations that are significant for economic growth. Over 250,000 Canadians, half of them young people, will benefit this year from federal support for human resource development."

The Minister of Finance noted that:

"With the National Training Act of 1982, the government took steps to make the training system more responsive to our human resource development objectives. It was recognized that, in order to identify occupations in demand and ensure that training funds are allocated accordingly, a cooperative effort involving labour, business and governments was required. This cooperation has already produced substantial dividends."

Adapted from: Minister of Finance, Canada, "Budget Speech": delivered in the House of Commons, April 19, 1983, Canada, p. 16.

- all parties involved in any possible ratification of ILO 140 would need to examine closely such critical issues as eligibility for leave, safeguards against abuse, and funding arrangements.

Training allowances should be systematically offered to full-time and part-time workers.

The recent education and training focus in both economic and social development reports indicate the same response to different problems. A recurrent education strategy is necessary.

7.2 FEDERAL GOVERNMENT DEPARTMENTAL PERSPECTIVES, 1983

The Skill Development Leave Task Force, early in its deliberations, recognized the need to consult with departments of the federal government. An Inter-Departmental Steering Committee on Skill Development Leave, drawing on those federal departments with an expressed interest in such an initiative or on whom such leave might have impact, was established and consulted. In addition, the Task Force met with senior officials in federal departments to:

- inform the departments of the mandate and ongoing work of the Task Force; and
- obtain current departmental perspectives on the issues related to the development of a policy on skill development leave.

As a result of these consultations, the following perspectives on Skill Development Leave within the federal government emerged.

Much of the federal government's general support to post-secondary and recurrent education flows to the provincial and territorial governments through the *Post-Secondary Education Financing Program,*[3] administered by the Secretary of State. It is estimated that in the fiscal year 1981-82, the federal government transferred in total, cash entitlements and value tax transfers, an estimated $3.5 billion[4] in support of this program.

In the last few years, through the *Labour Education Program*, the Department of Labour has provided organized labour bodies with money for trade union education. The money earmarked for the Labour Education Program will total $16.5 million[5] for the next three years. This money will be used for course development, teaching materials and instructor expenses. Some unions use their grants to provide literacy and numeracy training for their members.

As stated by the Honourable Marc Lalonde in the budget speech on April 19, 1983, an additional $155 million was allocated for human resource development programs, bringing the total this fiscal year to $1.2 billion for skills development in occupations that are significant for economic growth."

One example of the way in which the Staff Training Policy of the Treasury Board and the recruitment policy of the Public Service Commission together provide the framework for a department to utilize both policies in order to meet staffing needs for qualified personnel is illustrated in the following excerpts from the article *Towards Four Per Cent* — published in *Dialogue*, Vol. 7, No. 1, April 1983 — a magazine of the Public Service Commission of Canada.

"With just over a million Indians, Inuit, Metis and non-status Indians living in Canada today, native people make up about four percent of the total population. Yet, in 1982, their share of public service employment was just under one percent, not enough for a public service which aims at being truly representative of those it serves.

North of 60°, departments and agencies often experience staffing problems. In the past, southerners have automatically been recruited for work in the territories, especially as managers. The result: high relocation costs, staff retraining, disruption of services, and high staff turnover.

It is now a decade since the Public Service Commission of Canada identified native people as a group whose representation in the Public Service was far too low. Since 1978, the government has had a policy on Increased Participation of Indigenous People in the Federal Public Service. Over the years, the Commission has worked with the Treasury Board of Canada, federal departments and agencies, and native associations to develop suitable programs to implement this policy.

Today, the Northern Careers Program (NCP) recruits northern natives with proven ability, for comprehensive on-the-job training as middle and senior managers in appropriate organizations operating in the North. The Commission provides the person-year and salary for a training period of up to 30 months; the organization identifies a position targeted for the NCP trainee.

In eight years, the NCP has trained more than 300 persons and of these, 65 percent have successfully gained positions in federal, territorial and native organizations operating in the North. The result: for the organization — lower costs and less disruption; for the northern natives — better services, increased participation at managerial levels of the Public Service, and higher expectations."

On March 18, 1983, the Secretary of State, the Honourable Serge Joyal outlined proposals by the Government of Canada for a number of important changes to the *Student Loans Act*.[6] The proposed changes, which will require the approval of Parliament, include:

- guaranteed loans to needy part-time students;
- an interest relief plan for unemployed graduates for a period up to eighteen months; and
- increased weekly student loan limits to $100 from the current level of $56.25.

It is important to note that the Government of Canada has recently amended parts of the *Canada Labour Code* in order to respond to the pressures of technological change within the Federal jurisdiction. Part III of the Code provides a minimum of 16 weeks notice of lay-offs due to technological change in firms with 50 or more employees, provides improvements in severance payments for terminated employees and requires that joint labour/management committees be established to minimize the hardship of layoffs. It is within the mandate of these committees to develop retraining programs and to help displaced workers find alternate employment.

The *Office Communications System Program* field trials presently being held in four federal government departments involve approximately 500 office workers in a retraining program over a two year period. Most of these workers are women. This program will be monitored and evaluated by the Public Service Commission and the Treasury Board. This program could serve as a model for future education and training endeavours within the federal government.

A number of other general support measures exist within the federal government that are not mentioned here; but the above measures indicate in a very real way the commitment of the federal government to training and retraining in Canada.

7.2.1 Research and Development Support Objectives

The federal government, through the Ministry of State for Science and Technology (MOSST) is supportive of measures that will upgrade the research resources in Canada.

In a paper, *Measures to Increase Postgraduate Research and Training Through Industry Involvement*,[7] this Ministry suggested that the federal government act as a facilitator of the labour adjustment process by proposing new directions and initiatives, matching the contributions of industry and the provinces, and participating as a major employer and user of research resources. A national policy on educational leave for postgraduate research was proposed.

The Honourable Lloyd Axworthy in a paper prepared by his Ministry: *Perspectives on Employment: A Labour Market Policy Framework for the 1980's* published on April 20, 1983 stated that.

"Planning for and adapting to change is the responsibility of all parts of Canadian society. Each participant in the collective process that leads to economic growth and development will have to play a role, and remain flexible in attitude in order to respond to the uncertainities of change.

While government has the responsibility to put in place a framework of labour market policies to facilitate the expansion of productive employment, government action alone is not sufficient. Individuals have the responsibility to undertake training and to make the difficult transition to new and often unfamiliar work environments.

Unions have the responsibility to help their members to make these difficult changes and to work with employers and government to plan for changes. Employers must provide for the development of their employees and work with unions, and governments to facilitate change. Training institutions must ensure that adequate and relevant programs are available. Government can facilitate development and ensure an equitable distribution of both the costs and the benefits of change, but it cannot do the job alone."

Minister of Employment and Immigration. Perspectives on Employment: A Labour Market Policy Framework for the 1980s: Ottawa, Canada, April 20, 1983, p. 29.

In May 1983, MOSST indicated strong support for the concept of skill development leave as a desirable way of assisting the labour force to adapt to technological change and to prepare for new jobs. It was noted that studies by this Ministry and other groups within and outside government have indicated that shortfalls in skilled labour, in key fields of scientific specialization, will act as a constraint to the expansion of research and development in industry and in government.

The recently announced federal government Technology Policy highlights the importance of skill development in Canada. A policy initiative on skill development leave could be one key way in which both the private and public sectors facilitate the training that is needed to assist employees to upgrade skills and to maintain competence in scientific research and development fields and in technical occupations. It was noted that training leave is presently being used extensively in the high technology industries.

A recommendation to the Task Force, by MOSST indicated that:

- education leave should include all forms of training that are appropriate to preparing an employee to perform an existing or proposed job. This preparation might include on-the-job training, part-time or full-time attendance at an educational institution, or special courses arranged by the employing organization and outside institutions.

7.2.2 Access, Equity, Mobility, Employability Objectives and Principles

Several of the departments of the federal government expressed support for objectives and principles which would improve the accessibility to educational opportunities for Canadians. Such support was aimed at improving the individual Canadian's employability and mobility within the work force and the country.

Status of Women Canada wish to ensure that any options or mechanisms recommended for a national skill development leave policy do not have a negative impact on women and, preferably, have a positive impact. It is evident that women are segregated into certain occupations, industries and pay levels, therefore, any skill development leave policy that makes distinctions based on marital or family status, on the child care responsibilties of parents, or on a continuous labour force attachment, will have a marked impact on women. Even a systemically neutral policy may not result in significant improvements for women because they are at such a disadvantage now. Consequently the skill development leave policy should be evaluated on whether it specifically incorporates the needs of women and allows flexibility for special measures to be designed to address current imbalances affecting women in the labour force.

In the Toronto Star of Sunday, April 10, 1983, the Minister of Employment and Immigration was quoted as favouring the following:

"A particular attraction here is that the better educated workers are, the more wealth they can create.

Axworthy has before cabinet two new schemes that would extend Ottawa's present program of subsidized work sharing.

He wants to use unemployment insurance to provide an income base to be topped up by companies to hire a whole new category of industrial interns. 'Young people thus could get that vital first job experience,' Axworthy says.

He wants also to pay unemployment insurance to employees at plants installing new machinery so that they could take time off to acquire new skills. For example, upgrading telephone operators to become circuit managers.

'In the future, work will no longer be something you do from nine to five,' says Axworthy. 'Work will include taking off for so many hours a day, or weeks, or months, to learn new skills, to catch up with advancing knowledge, or just to recharge your mental batteries'."

Financial support to national organizations for disabled and handicapped Canadians and to individuals to assist them in developing knowledge and skills in such occupations as translation and library services are examples of these initiatives. Within the Canada Employment and Immigration Commission, a Disabled Persons Employment Directorate has been established to develop, implement and monitor policies and programs, including training programs, aimed at the employment of disabled and handicapped Canadians.

Adapted from: Continuing Response of the Government of Canada, to Obstacles, the Report of the Special Committee on the Disabled and the Handicapped, February, 1981, House of Commons, Ottawa, 1982.

On January 20, 1983, in a speech to the Conference Board of Canada, the Minister of State for Economic Development, the Honourable Donald Johnston, emphasized that of the many issues facing the federal government at the moment, it is probable that the most important is the lack of public awareness of the emerging technologies and their pervasive impact on the social environment and on economic development in Canada. He emphasized this point by referring to a recent Science Council of Canada study, *Who Turns the Wheel*,[8] which painted a dramatic picture of the lack of awareness of technological change among the secondary school population, particularly female students. Young female students continue to opt out of mathematics and science courses although their future study and work opportunities are highly dependent upon such 'new basics'. According to Mr. Johnston this opting out carries with it "not only grave consequences for the whole issue of sexual equality in the workplace, but it also denies us the scientific potential of half our population."

Increased productivity through the introduction of new and enhanced technologies in the workplace will make some jobs obsolete and the workers doing those jobs redundant, according to Mr. Johnston. As always, the issue to be resolved is how the unemployed worker survives during the transition period between the loss of the old job and the acquisition of the new job. Mr. Johnston suggests that:

"It is the transition period and its accompanying spectre of structural unemployment that is so disturbing. Labour leaders, business and the federal and provincial governments must work together on this most essential issue to ease the transition period, and to allay the fears of workers through positive and concerted action."[9]

The proposed changes to the Canada Student Loan Act, noted earlier, are important enabling mechanisms designed to permit adult students to access education and training on a full and part-time basis in post-secondary and recurrent education programs.

In addition, the Department of the Secretary of State, as the Ministry responsible for the federal response to the *Obstacles*[10] Report, indicated several initiatives designed to improve employment opportunities for disabled and handicapped Canadians through financial support for training and retraining.

7.2.3 Options and Mechanisms

A number of options and mechanisms were suggested, both directly and indirectly, by several of the departments in the federal government. These suggestions, as noted earlier, were considered by the Task Force and have been, where appropriate, incorporated into the final section of this report. Some of these suggestions follow.

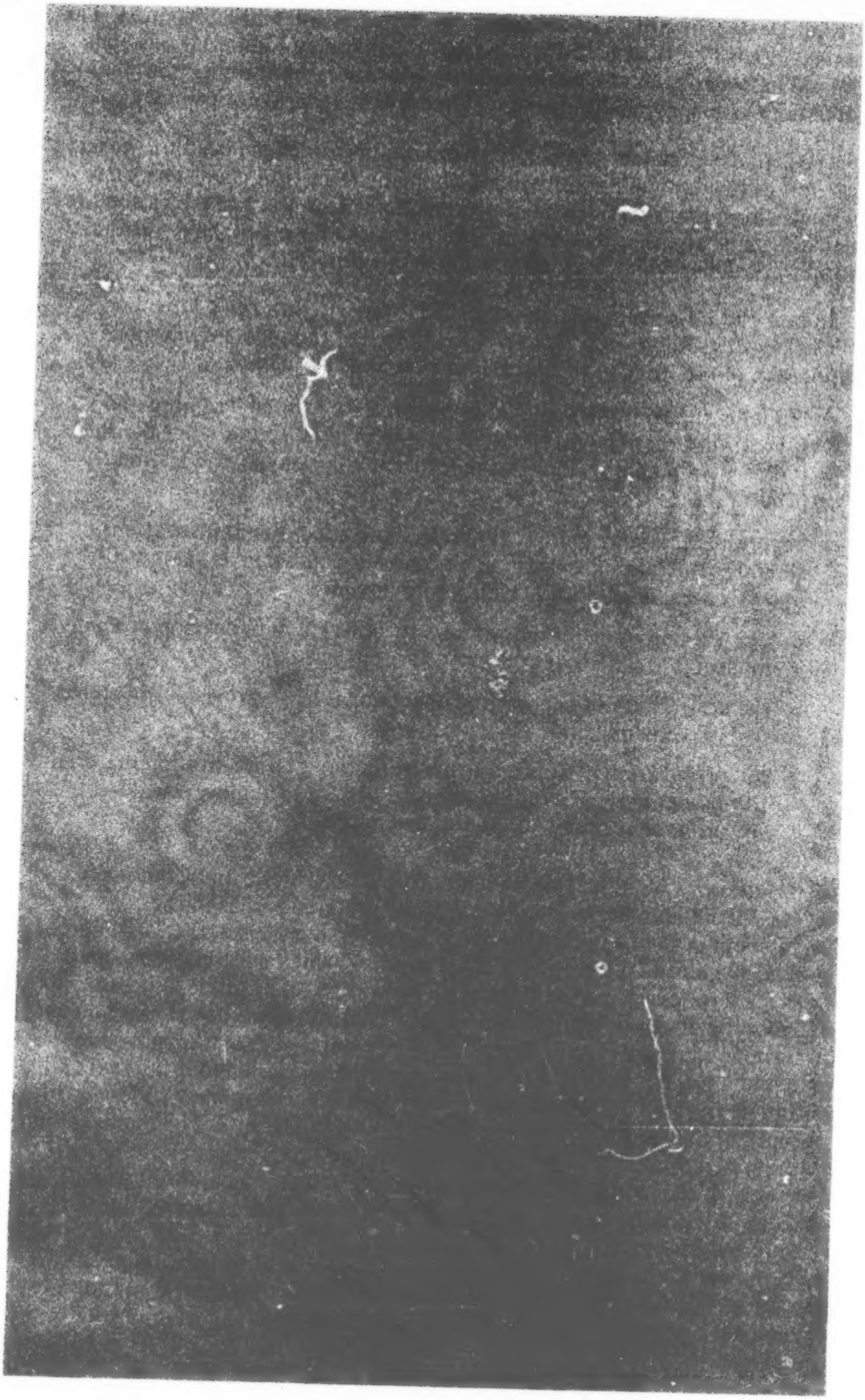
Skill Development Leave should be developed within a broad context. This context needs to reflect both the existing and emerging industrial relations climate in Canada, as well as the existing and emerging training and educational support policies being fostered by the federal government.

The skill development leave initiative should consider the need for working Canadians to adapt continually to the changing industrial conditions and organizations; that incremental improvements in training and education are realistic goals; and that the federal government's role should be to set the framework under which such improvements could occur.

In late 1982, Labour Canada published a report — *In the Chips: Opportunities, People and Partnerships*.[11] Two of the recommendations supportive of the work of the Task Force on Skill Development Leave are:

- the federal government should establish a Registered Training and Education Leave Savings Plan to help individual Canadians take the initiative in planning and paying for their educational and training needs; and
- government, labour unions, employers and educational institutions should view training, retraining and higher education as shared co-operative responsibilties, which would include:
    a. the training of displaced workers to assist them to develop new and marketable skills;
    b. the desirability of negotiating educational leave provisions in collective agreements; and
    c. the preparation of appropriate information and orientation material for dissemination in the educational system to achieve a widespread level of microelectronics awareness.[12]

Consultations with the Department of Industry, Trade and Commerce, Regional Economic Expansion revealed the preference that in the development of policy initiatives on skill development leave, the Task Force should consider the different needs for training which exist between small and large businesses and industries in Canada. As an example, a broad general policy initiative on tax incentives designed to encourage more on-the-job training in industry, would probably have quite different impacts in a small and a large industry. There was concern expressed about the real and continuing need for improved managerial competence and new styles appropriate to technologically changed work environments. The introduction of automated processes as a means of enhancing productivity in the work place may in the long term increase the number of technical/professional jobs, but in the short term may displace production and assembly-line workers and lower and middle level managers. Therefore, a Skill Development Leave policy should give consideration to the retraining, upgrading, updating and re-education of all workers displaced through technological change, including those who have had managerial jobs.



The Minister of Finance, the Honourable Marc Lalonde, in his budget speech delivered in the House of Commons on April 19, 1983, emphasized the need for human resource development strategies as key to continued economic development in Canada. He stressed that Canada will increasingly need well-educated and well-trained workers in order to take full advantage of technological change.

7.3 FEDERAL PERSPECTIVE — IN SUMMARY

A large number of programs exist in the federal government, some are being expanded, and many have the potential to support a major skill development initiative, including the concept of leave, or time-off from work, to access such retraining or upgrading.

Some federal government existing initiatives could readily act as models for similar ones which might be undertaken by the private sector.

There is a commitment by the federal government to support post-secondary and recurrent education.

Suggestions for options and mechanisms provided by a number of federal departments have been considered and incorporated, where appropriate, into the final section of this report, Volume II.

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Minister
Employment and Immigration

Ministre
Emploi et Immigration

For Release

Pour publication

Date
Subject

Date
Sujet
September 22, 1983
83-36

National Advisory Panel on Skill Development Leave

Employment and Immigration Minister John Roberts announced today that he has received the report of the Skill Development Leave Task Force, and is appointing a seven-member National Advisory Panel to study the report. (C.V.s of panel members are attached).

The panel will evaluate policy directions developed by the Task Force, as well as those that evolve through public discussion of the report, and submit their recommendations to the Minister by Christmas.

"The advisory panel has important work to do. The acquired skills of our workers represent one of the keys to our economic recovery and continued growth," said Mr. Roberts. The choice of panel members underlines the need for cooperative solutions, the Minister added.

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The Task Force report "Learning a Living in Canada" makes no recommendations or conclusions, but rather offers a number of policy options for discussion by representatives of business, labour, education and government. Following this examination by these major sectors, the panel will evaluate their findings and make recommendations to the Minister.

The Task Force was established last December to consider the importance of skill development leave as a means of retraining workers and maintaining a highly current and skilled labour force.

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Lynn Wilkinson 997-1038
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For additional copies of the report, contact:

Ken Scott 994-6911

BACKGROUNDER

Skill Development Leave Task Force

WHAT IT MEANS

Skill development leave - or paid educational leave - is time off from work to retrain and acquire new skills, with adequate financial compensation.

THE MANDATE

The four-member Skill Development Leave Task Force was established by the previous Minister of Employment and Immigration in December 1982 in consultation with the previous Minister of Labour. The Task Force was asked to examine skill development leave as a mechanism for the retraining, upgrading and updating of all working Canadians, and to promote widespread discussion about the necessity of lifelong learning.

THE REPORT

The Task Force report, designed as a tool for consultation, has three major segments. Part I (chapters one, two and three) describes the current situation in Canada, and what problems must be overcome if the skill development leave concept is to succeed. Part II (chapters four to eight) presents the perspectives of labour, industry, governments, and the public towards skill development leave. Part III (chapters nine and ten) presents possible options and mechanisms intended to aid others in their quest for a national policy on educational leave.

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THE DISCUSSION PHASE

The Task Force has made plans for widespread public consultation. Working conferences will be held in which representatives of business, labour, education and government will discuss the Task Force report from their own perspectives. These evaluations will then be passed on to a National Advisory Panel on Skill Development Leave, appointed by the Minister, and consisting of seven Canadians representing the interests of business, labour, education, government, Native peoples and women. This panel will study the conference material and the Task Force report, evaluate all the suggestions put forward, and recommend policy directions to Employment and Immigration Minister John Roberts.

THE CANADIAN CONTEXT

There is general agreement that we are moving from a labour-intensive industrial age to an information age. As a result, many skills are becoming obsolete, and many new skills will have to be learned, with mathematics and science skills forming the cornerstone. Hence education is no longer something we acquire only when we are young.

PUBLIC SUPPORT HIGH

Skill obsolescence is of great concern to workers. According to a Gallup poll specially commissioned for the Task Force by the Canadian

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Association of Adult Education/Institut canadien d'éducation des adultes, most Canadians believe that workers should be able to take time off to learn new skills, be paid while they retrain, and return to their jobs upon completion of their training. (This and other responses are reprinted in the report). The Task Force noted that training programs should teach skills that are transferable, adaptable and flexible. Programs for adults who cannot read or write are another urgent priority.

Given this strong measure of public support for the idea of paid educational leave, the Task Force has proposed various ways for workers to develop new skills while earning an income. The cost of these various "policy options" has yet to be estimated, but clearly the cost must be shared by all those who stand to benefit from the results of education and training, says the report.

THE INTERNATIONAL EXPERIENCE

While paid educational leave is well established in most European countries, it has not received much attention in North America until the last few years. In Canada, no fewer than eight major reports of Task Forces, Commissions and Councils, such as the Economic Council of Canada report, "In Short Supply: Jobs and Skills in the 80s", and the All Party Parliamentary Task Force report, "Work for Tomorrow: Employment Opportunities for the 80s" have recommended a program of paid educational leave. In the United States, educational reform has leaped to the top of the national agenda, as world competitors are overtaking the once unchallenged American lead. In Japan,

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recurrent training and education are considered an essential investment. For every 65 hours of on-the-job training in Japan, the U.S. has 35 hours and Canada trails with 25 hours.

The members of the Task Force are:

Daniel Benedict (UAW)
Canadian Labour Congress

Bob Mason
Dean of Engineering, British Columbia Institute of Technology

Fred Collier
Past Vice-President, CANRON

Lynn Wilkinson
Government of Canada

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RAY AHENAKEW

Ray Ahenakew is president of the Saskatchewan Indian Community College, Saskatoon, which provides fully accredited skill training to the 69 Indian bands in Saskatchewan. He has guided the design and implementation of the Saskatchewan Indian Training Institute Plan and the Saskatchewan Indian Management Training Institute.

Mr. Ahenakew is a resident of the Sandy Lake Reserve and a former fourth Vice-Chief of the Federation of Saskatchewan Indian nations. He is an educator whose primary concern is to prepare Indian people to enter competitively the labour markets of the 1980s and 1990s.

Mr. Ahenakew represents the Native People's Perspective on the National Advisory Panel on Skill Development Leave.

MARY EADY

Mary Eady is Deputy Minister of Labour for Manitoba. The Ministry of Labour is responsible for areas such as: labour relations, conciliation services, employment standards, training programs, immigration and settlement, employment development and youth services and the Women's Bureau and Advisory Council.

Mrs. Eady has extensive knowledge and involvement with organized Labour and governments in Canada. She has served in a senior advisory capacity to national leaders.

Mrs. Eady represents the provincial perspective on the National Advisory Panel on Skill Development Leave.

ANNE IRONSIDE

Anne Ironside is President of the 800-member Canadian Association of Adult Education, a national voluntary organization concerned with adult learning and citizenship.

Ms. Ironside, an adult educator, is Public Affairs Program Director in the Continuing Education department at the University of British Columbia, and is a founding member of the Vancouver Women's Learning Centre. She is frequently consulted on adult learning and national issues.

Ms. Ironside represents the Educator's perspective on the National Advisory Panel on Skill Development Leave.

RICHARD MERCIER

Richard Mercier is executive vice-president of the Canadian Labour Congress. Prior to accepting this post, he was president of the Quebec Council of the United Food and Commercial Workers, as well as a Vice-President of the Quebec Federation of Labour.

Over a period of twenty-four years Mr. Mercier has been active in many associations dealing with occupational health and safety, economic development and education.

Mr. Mercier represents the Labour perspective on the National Advisory Panel on Skill Development Leave.

LENORE ROGERS

Lenore Rogers is past-President of the Canadian Congress for Learning Opportunities for Women, a national non-profit voluntary organization concerned with the provision of learning opportunities for women. The group identifies the barriers that learning women encounter; assesses and promotes innovative learning programs for women; and publicizes critical issues in women's learning.

Ms. Rogers, an adult educator at Regina Plains Community College, has represented the Canadian Congress for Learning Opportunities for Women at national and international forums on Adult Education. She has recently co-authored a workbook for women's groups called "A Feminist Organizational Manual".

Ms. Rogers represents the Women's Perspective on the National Advisory Panel on Skill Development Leave.

STUART SMITH

Dr. Stuart L. Smith is Chairman of the Science Council of Canada. The Council is engaged in studies of the state of science and technology in Canada, and offers advice to government and to the public on such matters as the science/technology infrastructure and the industrial applications of this knowledge.

Dr. Smith has long been concerned about the impacts of new technology on employment and has recommended future directions regarding retraining, shorter work weeks and educational leave.

Dr. Smith represents the Federal Government Perspective on the National Advisory Panel on Skill Development Leave.

CAROLYNN J. WALDA

Carolynn J. Walda is Vice-President of Human Resources for General Foods Inc. She has devoted her working career to the fields of Personnel, Industrial Relations and Training.

In 1981 Ms. Walda joined General Foods as a director of Human Resources and, in September 1982 was appointed Vice-President of Human Resources for the company which employs more than 3,500 people throughout Canada.

She has also served on the Industrial Relations Committee of the Canadian Manufacturer's Association of Toronto and the Human Resources Planning Society.

Ms. Walda represents the Business Perspective on the National Advisory Panel on Skill Development Leave.

FEUILLE D'OPTIONS

OPTIONS ET MÉCANISMES			ACCÈS	ÉQUITÉ	MOBILITÉ ET TRANSFÉRABILITÉ	ADMISSIBILITÉ	FINANCES	COORDINATION	PARTICIPATION
CHANGEMENTS AUX POLITIQUES ET AUX PROGRAMMES ACTUELS	1.1	INVENTAIRE DES PROGRAMMES ACTUELS ET PRÉVUS DE LA CEIC	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.2	LOI NATIONALE SUR LA FORMATION	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.3	SYSTÈME DE PROJECTION DES PROFESSIONS AU CANADA	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.4	CAISSES D'ACCROISSEMENT DES COMPÉTENCES	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.5	PERFECTIONNEMENT DU PERSONNEL HAUTEMENT QUALIFIÉ	g				g		
	1.6	PROGRAMME CANADIEN D'AIDE AUX ÉTUDIANTS	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.7	ASSURANCE-CHÔMAGE	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.8	LE SYSTÈME DUAL				I			
	1.9	ÉTUDIANTS À TEMPS PARTIEL	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
	1.10	CENTRES DE RESSOURCES DU TRAVAIL ET DE L'APPRENTISSAGE	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
CHANGEMENTS AUX TEXTES LÉGISLATIFS ET AUX CONVENTIONS COLLECTIVES	2.1	BANQUE DE L'ÉDUCATION (EDUCARE)		I		I			
	2.2	LE DROIT D'APPRENDRE		I		I			
	2.3	CONVENTION 140 DE L'ORGANISATION INTERNATIONALE DU TRAVAIL (OIT)	a			a			
	2.4	LA RECOMMANDATION 148 DE L'ORGANISATION INTERNATIONALE DU TRAVAIL	a					a	
	2.5	LE CONGÉ GAGNÉ	a			a	a		
	2.6	ACQUÉRIR L'ADMISSIBILITÉ AU CONGÉ-ÉDUCATION	b			b	b		
	2.7	ENCOURAGEMENTS OFFERTS AUX EMPLOYÉS					a		a
	2.8	UNE ANNÉE SUR CINQ	f, g				f, g		
	2.9	SYSTÈME DE BONS	I	I,I			I		
CHANGEMENTS FISCAUX	3.1	RÉGIME DE CRÉDITS DE PERFECTIONNEMENT PROFESSIONNEL	a				a		
	3.2	FONDS DE SUBVENTIONS CONSTITUÉ PAR PRÉLÈVEMENT	a				a		
	3.3	RÉGIME ENREGISTRÉ D'ÉPARGNE CONGÉ-ÉDUCATION	f, g, h				f, g, h		
	3.4	ADOUCISSEMENTS FISCAUX DESTINÉS AUX COMPAGNIES					a		

NOTES:

COMPAGNIES a l
CONSEIL NATIONAL DU TRAVAIL ET DE
CODE:

CHANGEMENTS AUX TEXTES L CONVENTIONS COLL	2.4	L'ORGANISATION INTERNATIONALE DU TRAVAIL	a					a	
	2.5	LE CONGÉ GAGNÉ	a			a	a		
	2.6	ACQUÉRIR L'ADMISSIBILITÉ AU CONGÉ-ÉDUCATION	b			b	b		
	2.7	ENCOURAGEMENTS OFFERTS AUX EMPLOYÉS					a		a
	2.8	UNE ANNÉE SUR CINQ	f, g				f, g		
	2.9	SYSTÈME DE BONS	l	i,l			l		
CHANGEMENTS FISCAUX	3.1	RÉGIME DE CRÉDITS DE PERFECTIONNEMENT PROFESSIONNEL	a				a		
	3.2	FONDS DE SUBVENTIONS CONSTITUÉ PAR PRÉLÈVEMENT	a				a		
	3.3	RÉGIME ENREGISTRÉ D'ÉPARGNE CONGÉ-ÉDUCATION	f, g, h				f, g, h		
	3.4	ADOUCISSEMENTS FISCAUX DESTINÉS AUX COMPAGNIES					a		l
NOUVELLES INSTITUTIONS ET SOURCES DE FINANCEMENT	4.1	CONSEIL NATIONAL DU TRAVAIL ET DE L'APPRENTISSAGE						l	
	4.2	BUREAUX NATIONAUX DE FORMATION RÉCURRENTE					m		
	4.3	SOCIÉTÉ DE MISE EN VALEUR DES RESSOURCES HUMAINES					m		
	4.4	CONSEILS DE L'APPRENTISSAGE	l		l			l	l
	4.5	UNITÉS D'ÉDUCATION PERMANENTE			l			l	l
	4.6	FONDS DESTINÉ À LA FORMATION	l	l			l		
	4.7	FONDS DESTINÉ À L'ÉLABORATION DES PROGRAMMES					m	m	m
	4.8	SUBVENTIONS ASSORTIES		a			a		
	4.9	CONSEILS D'ÉDUCATION ET DE FORMATION SECTORIELS	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
PROJETS PILOTES ET MESURES CONJOINTES	5.1	ACTION COMMUNE DES GOUVERNEMENTS FÉDÉRAL ET PROVINCIAUX	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	5.2	PROJETS PILOTES DE FORMATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	5.3	OPTION ZÉRO	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MÉCANISMES FAVORISANT LA PARTICIPATION	6.1	ACTION POSITIVE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	6.2	SURMONTER DES OBSTACLES À L'ÉGALITÉ D'ACCÈS À L'ENSEIGNEMENT ET À LA FORMATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	6.3	FORMATION DES FORMATEURS CHARGÉS DE L'ÉDUCATION DES ADULTES	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	6.4	PERFECTIONNEMENT DES DÉLÉGUÉS À LA FORMATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

CODE:

GROUPE VISÉ:

a) Tous les salariés canadiens
b) Tous les salariés relevant de la compétence fédérale
c) Travailleurs non spécialisés
d) Travailleurs semi-spécialisés
e) Travailleurs spécialisés
f) Travailleurs hautement spécialisés
g) Travailleurs hautement qualifiés
h) Travailleurs à leur compte
i) Groupes spéciaux et défavorisés
j) Chômeurs
k) Éducateurs — adultes
l) Tous les Canadiens
m) Institutions

DÉLAIS DE MISE EN OEUVRE

■ À court terme (jusqu'à 3 ans)
☐ À court et moyen terme
☐ À moyen terme (de 3 à 5 ans)
■ À long terme (plus de 5 ans)

POOR

QUALITY

ORIGINAL